BROOKLYN CENSUS AND SURVEY OF THE BLIND

REPORT PREPARED BY: OLIVE C. CADBURY

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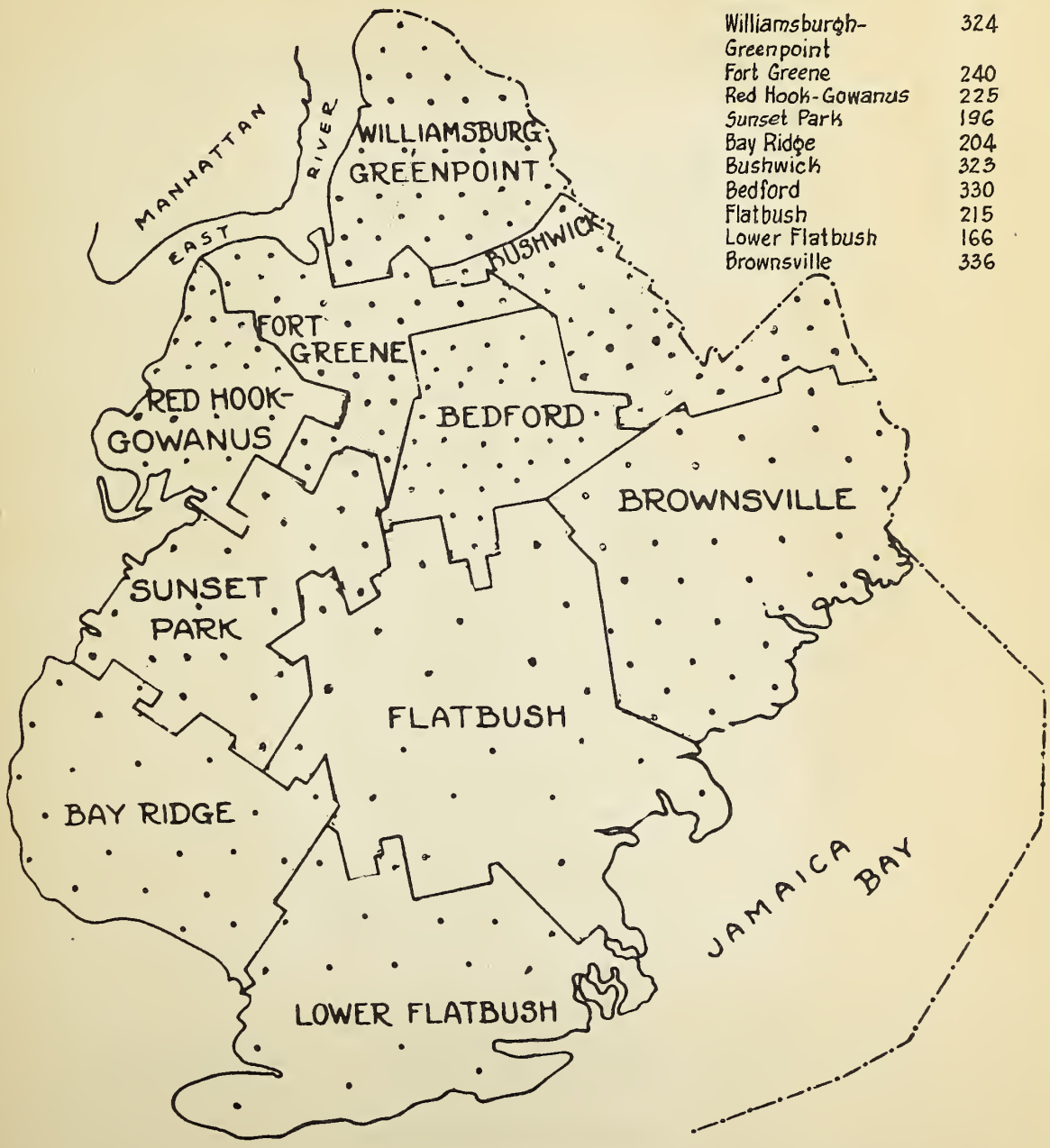
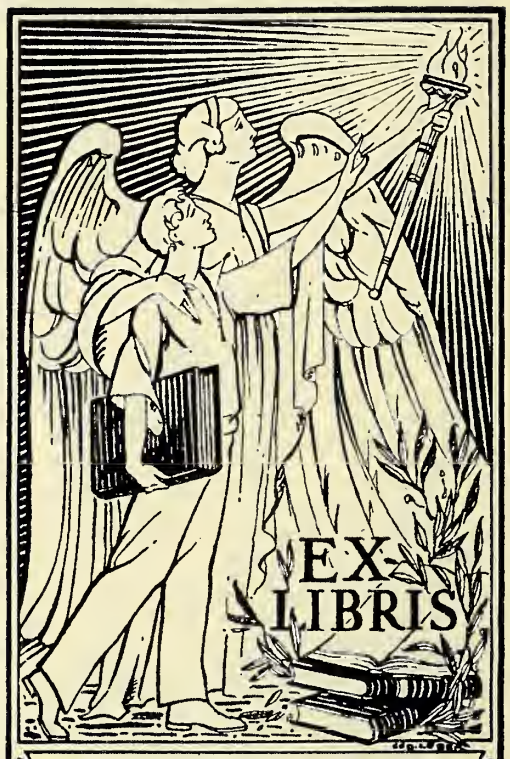
Allocation of 2559 Blind or Partially Sighted Persons According to Health Center Districts
BROOKLYN
New York City

Each dot represents 10 cases

District	Cases
Williamsburgh-Greenpoint	324
Fort Greene	240
Red Hook-Gowanus	225
Sunset Park	196
Bay Ridge	204
Bushwick	323
Bedford	330
Flatbush	215
Lower Flatbush	166
Brownsville	336



MAP BY
COMMITTEE ON NEIGHBORHOOD HEALTH DEVELOPMENT
DEPARTMENT OF HEALTH, CITY OF NEW YORK
DATA FROM BROOKLYN SURVEY OF THE BLIND. 1934
N.Y. STATE COMMISSION FOR THE BLIND.



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REPORT

prepared by

OLIVE C. CADBURY

COMMITTEE ON A CENSUS OF THE BLIND OF BROOKLYN

DIVISION FOR THE BLIND

NEW YORK STATE DEPARTMENT OF SOCIAL WELFARE

80 Centre Street

New York City

1934

FOREWORD

This study was undertaken by the New York State Commission for the Blind at the request of three Brooklyn social agencies: the Brooklyn Bureau of Charities, the Brooklyn Association for Improving the Condition of the Poor, and the Industrial Home for the Blind.

The gathering of the census data on blind and partially sighted persons throughout the Borough was made possible through the cooperation of the Civil Works Service in assigning to the Commission a staff of thirty-five investigators. When the Civil Works Administration was discontinued and many workers were withdrawn, a limited number were allowed to remain to complete the task of assembling and analyzing the information obtained. This was possible through continuing interest of the Works Division of the New York City Department of Public Welfare.

At the completion of the Census, a joint meeting was held with trustees and executives of the three agencies and representatives of the State Department of Social Welfare and the Commission for the Blind. It was decided to make a further study of services to the blind as rendered by the three agencies and to include this in the final report. The Commission was asked to direct the Survey and the Census Committee was requested to continue to serve. A Resolution to his effect, subsequently ratified by the directing boards of the three agencies, appears on the following page.

The Committee is indebted to the executives and department heads of agencies and institutions, for the use of their unpublished minutes and reports, and for their unqualified cooperation in giving access to their records and files covering the many-sides services to the blind. The Committee wishes to acknowledge with appreciation the assistance rendered by such other social agencies as the New York City Departments of Health and of Public Welfare, the Board of Education, and the Division of Old Age Security.

Three sections of the Census and Survey Report have been prepared by specialists in their respective fields:

Dr. Robert Merriam Rogers, F.A.C.S., Assistant Clinical Professor of the Long Island College of Medicine, has given generously of his time as Consultant Ophthalmologist to the Survey. His review and approval of the medical findings appear under a special section. Tabulation of medical data was directed and made by Miss Ruth B. McCoy and Miss Alice O. Booth of the Bureau of Prevention, Commission for the Blind.

Mr. A. F. Allison, a member of the New York State Commission on Prison Industries, and Secretary of the International Garment Manufacturers' Association, visited the three sheltered workshops and prepared a report embodying recommendations for their consolidation.

Dr. Minna C. Wilkins, Psychologist for the Brooklyn Bureau of Charities Mental Hygiene Clinic, prepared the summary of her psychometric tests on twenty employees in one of the workshops for the blind.

Members of the Executive Committee of the Census have reviewed the study and have approved the report. We hope that the study may serve to broaden the existing services to the blind and will result in a more comprehensive and closely coordinated program for the prevention of blindness.

Grace S. Harper, Chairman
Committee on Census of the Blind of Brooklyn.

RESOLUTION

RESOLVED that we, the representatives of the three major agencies engaged in work for the blind in Brooklyn, namely the Brooklyn Bureau of Charities, the Brooklyn Association for Improving the Condition of the Poor, and the Industrial Home for the Blind, in order to further advance this great work for the sightless of our community, hereby request the New York State Commission for the Blind to conduct a survey of existing services, methods and facilities and to make full recommendations and a plan of action for the future development of work for the blind of Brooklyn, supplemental to the Census of the Blind which the Commission is now completing, and:

Be it further RESOLVED that the Executive Committee on the Census of the Blind of Brooklyn be requested to continue to function in connection with this survey and

Be it further RESOLVED that the three agencies concerned, The Brooklyn Bureau of Charities, The Brooklyn Association for Improving the Condition of the Poor and the Industrial Home for the Blind, contribute an amount not to exceed $150.00 from each organization toward the expense of making the survey; and

Finally be it RESOLVED that each of these three agencies designate one of its trustees and another representative who shall consider the results and recommendations of the survey, with the view to improving the general cooperative social and industrial services on behalf of the blind, with a member of the New York State Department of Social Welfare acting as Chairman and that this resolution be presented forthwith to the Boards of Trustees of those agencies.

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I HISTORICAL BACKGROUND

To lend perspective to the present picture of work for the blind of Brooklyn, it may be helpful to recall that in 1843, three generations ago, the first of the three organizations concerned in this study, opened an office in the old armory building on Henry Street. Its purpose was "the elevation of the moral and physical condition of the worthy poor". Its name, following the precept of its New York model, was the Brooklyn Association for Improving the Condition of the Poor. Its first president was Seth Low who served from 1843 to 1853.[1]

Chart readers of the present depression will recall that the year 1843 was the low point of one of the two worst depressions in our recorded economic history.[2] The Association's reports reflect the burden of unemployment through the panics of 1857 and 1873. The year 1868 saw the establishment by the AICP of its first sewing room "for the purpose of giving employment instead of relief."[3]

In 1878, twenty-five years after his presidency of the AICP, Seth Low invited to his home a few friends who took steps to organize the Brooklyn Bureau of Charities. Here again he served as the first president of a new organization - from 1878 to 1881.

A new principle in philanthropy had emerged in the Buffalo, Philadelphia and Boston societies for family welfare - the principle of organizing the givers of relief rather than giving relief directly. The stated purpose was "to promote cooperation among the givers of aid, whether societies or churches or individuals, by securing thorough investigation and by obtaining from existing agencies the

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1. "Address to the Citizens of Brooklyn, with Constitution and By-Laws Visitors Manual, and list of officers of the Association for Improving the Condition of the Poor", 1844. p. 8.
2. Kuehls, H. J. Graph of Wholesale Commodity Prices, 1800 - 1933, published by the N. Y. Evening Post. January 15, 1933.
3. Annual report, 89th year, 1931-32, The Brooklyn Association for Improving the Condition of the Poor.

precise help needed". The Bureau's annual report of 1879 comments on the fortunate circumstance that public outdoor relief in Brooklyn had been stopped, leaving only the efficiently managed AICP and the churches and private givers. A registry of cases was established and an employment bureau initiated. By 1887 the Bureau was operating a laundry and wood yard, a day nursery and a central lodging house, thus conforming to the social service pattern of that decade.[4]

In 1893, another panic year, specialization for the blind industrial worker took form in Brooklyn. The adult blind, up to that time had been the special interest of no organization in the State.[5] Under the leadership of Eben P. Morford, who had been blinded in early manhood by the accidental discharge of a pistol, a small group of blind persons began working together under the name of Mitzpah Circle. They opened an unobtrusive shop in a house at 96 Lexington Avenue where blind men worked at handicrafts on the main floor and had lodgings on the floor above. The name given to this organization was "The Industrial Home for the Blind" and its first president was William Berri. Its object was "to provide a home and an Institution for teaching and employing the blind in the mechanical arts and trades, and to manufacture and sell the products thereof, and to provide the necessary material and machinery therefor."[6]

With the passing of years, both the Brooklyn Bureau of Charities and the Brooklyn Association for Improving the Condition of the Poor developed new aims and a variety of social services, but not until the year 1913 did specialized work for the blind become a part of their programs. In that year a philanthropist named George L. Fox died, leaving a will which designated many charitable bequests to various Brooklyn organizations, including $15,000. to the Industrial Home for the Blind. He divided his residuary estate of a million dollars between the two

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4. Annual Reports of the Brooklyn Bureau of Charities, 1879 to 1887.
5. Outlook for the Blind Vol. XVII No. 4 March 1924, p. 32
6. From a photostatic copy of the Certificate of Incorporation, April 30, 1895.

large relief organizations, requesting "that a substantial part be used at the discretion of said Bureau of Charities and Association for Improving the Condition of the Poor for the relief and aid of crippled children and the blind."[7]

The Association for Improving the Condition of the Poor divided the income from their bequest two thirds to the general fund and one third for the crippled and blind.[8] They established a special service for crippled children at Long Island College Hospital, giving in the first year $3,000. toward the maintenance of a brace shop, for physiotherapy and special nursing, and $4,500. to maintain five beds in the roof wards. For the blind, training in handicraft and typing were developed, and placement in suitable employment was begun. Classes for women in the making of crepe paper baskets were among the earliest efforts. A store donated by a property owner was opened at 214 Livingston Street and given the name "The Training School and Exchange for the Blind". Its purpose was to assure the blind an opportunity of selling their products. A class of blind women was formed for instruction in the use of sewing machines. A chair-caning industry was developed to give employment to two young men.[9]

The Brooklyn Bureau decided to divide the Fox Fund income into thirds, allocating $7,500. to the general bureau work, $7,500. to work for the crippled and $7,500. to work for the blind.[10] It inaugurated its program for the blind by the appointment in April, 1913, of a committee of five, among whom were Mr. Morford of the Industrial Home and his close personal friend Mr. W. I. Scandlin, a staff member of the New York Association for the Blind. The committee's first effort was to cooperate with the New York Association in the taking of a census

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7. From a certified copy of the last will and testament of George L. Fox dated the fifteenth of February, 1910.
8. Parker, Lois, representing Tamblyn & Brown, Publicity Service, unpublished report of the Industrial Home for the Blind, 1923
9. Annual report of the Brooklyn Association for Improving the Condition of the Poor, 1913, p. 8.
10. Parker, Lois, unpublished report of Industrial Home for the Blind, 1923

of the blind. Rejecting the idea of a prevention program as one already adequately covered by other agencies in the community, the committee decided to remodel, as a shop for the employment of blind women, a building at 78 Schermerhorn Street, formerly used by the Bureau as a women's lodging house. Mr. Morford was prevailed upon to devote a third of his time to directing the organization of this new department in the Bureau, with suitable compensation given to the Industrial Home for sharing his time. A supplementary staff was provided, consisting of an assistant to the new director, a supervising teacher, a home teacher, a stenographer and a caretaker. The name "Headquarters for the Blind of Brooklyn" was adopted and placed on the shop building.

Shortly thereafter, Mr. Victor G. Bloede offered his home at 287 Schermerhorn Street, took option on the adjoining property at 289 Schermerhorn Street, and by the end of September, 1914, had presented both properties to the Bureau for use in connection with their work for the blind. Meanwhile classes had been started in weaving, braided rugs, basketry, knitting, crocheting, chair caning, comfortable-making; in dressmaking, cooking, typewriting, switchboard operating, and Braille. Music was taught and a women's chorus conducted by Mr. Charles M. Hayes then a member of the AICP staff. There was a course in physical training and a debating class organized for men.[11]

The "Blind Players" organized by the fall of 1915, gave during the following two years a number of performances. The Craft Shop for the sale of products was opened on November 12, 1920. A summer vacation home for blind women was tried out at Suffern during 1919. The first annual dinner for blind women was held on New Year's Eve, 1914.

Before the close of the year 1913, the problem of overlapping and duplication among the three agencies had become sufficiently troublesome to

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11. Minutes of the Committee for the Blind, 1913 to 1923, Brooklyn Bureau of Charities.

stimulate a series of conferences participated in by the Brooklyn Bureau, the AICP, the Industrial Home and the New York State Commission.

The Commission, interested primarily in promoting a cooperative salesroom for Brooklyn and Long Island, agreed to finance the operation to the extent of a manager's salary, light and janitor service. The AICP offered its shop at 214 Livingston Street, where it was then selling the products of blind home workers. It was proposed that if the Commission could secure a manager at $100. a month, exempt from Civil Service, and could assume a portion of liability insurance costs, that the Brooklyn Bureau and the AICP would then develop their home teaching on a district basis, each agency assuming responsibility for contacting the blind within a specified area. Questions relating to the Industrial Home were deferred until the shop problem should be settled.

In April, 1915, the Commission reported itself unable to take over the shop operation on account of the limitations of Civil Service. An alternative plan was discussed for making the shop a cooperative venture among the three agencies. The record is not clear as to whether this proposal was ever carried further, but in March, 1917, a further agreement was reached and ratified by at least one organization, the Brooklyn Bureau, as follows:

"1. Men in need of a permanent home, with work, should be referred to the Industrial Home for the Blind.

2. Men who should go out from their own homes to a shop for work should be referred to the Industrial Home for the Blind.

3. Men who should be taught or visited in their homes should be referred to the AICP.

4. The AICP and the Industrial Home will confer with respect to exceptional cases."

Further agreement concerned the taking of a new census of the blind.

"1. The B.B.C. agreed to bring the census up-to-date.

2. The Industrial Home and the AICP were to report cases to the census list quarterly, on blanks furnished by the B.B.C.

3. The AICP and the Industrial Home were to report special cases at any time."

It was further agreed that the Bureau would exchange consus information with the New York Association for the Blind.[12]

The Week for the Blind was initiated through the efforts of Miss Mary Campbell, then secretary of the State Commission, in the spring of 1914, and was afterward carried on as an annual event through the efforts of a joint committee of the AICP, the Bureau, and the Industrial Home. The Week's Bazaar of May 10-15, 1915, conducted with the assistance of a general committee of women, comprised a sale of goods, tea and entainments.[13]

The necessary limitations of this brief study have prevented exhaustive pursuit of these interesting threads of inter-relationship during the two decades that intervened between these beginnings and the present day. We shall not attempt to follow each organization in its industrial and building expansion, nor in its extension of personal services to the blind. We shall note that in January, 1920, a "survey of the blind" of Brooklyn was undertaken by the Brooklyn Bureau in co-operation with the AICP and the Industrial Home.[14] It was financed jointly by the three agencies. The result of the census was that the Brooklyn Bureau continued to care for blind women and the other two agencies limited their work to caring for blind men. The AICP suggested dividing the work of the two agencies according to geographical boundaries but the Industrial Home did not concur in this proposal.[15]

We shall skip then to the next survey, made in the summer of 1930, by Miss Lotta S. Rand of the American Foundation for the Blind at the request of a sub-committee of the Brooklyn Week for the Blind. Miss Rand has kindly permitted

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12. Minutes of the Committee for the Blind, Brooklyn Bureau of Charities, April 7, 1913; June 6, 1913;
13. Ibid: May 28, 1915.
14. Ibid: January 1920
15. Parker, Lois, study of Industrial Home, 1923.

us to quote from this unpublished survey, utilizing a copy in possession of the Brooklyn AICP. The study was made by means of a questionnaire sent to each of 19 agencies serving the blind in Brooklyn and Queens, and the results combined in a sheaf of typewritten reports, one for each agency. A summary of findings and recommendations on the group was added in a separate report. From the latter we quote, on employment of adults:

> "Two major agencies deal entirely with the training and employment of men, one including a home for the aged. The duplication of work for blind men is so obvious that there is no need to enlarge on it. Considering the entire field of work for the blind, and the needs yet to be fully covered, the consolidation of workshops for blind to function under one organization would appear economically advisable, releasing funds and an agency to devote its activities along less highly developed lines.
>
> One major agency (is) working for the training and employment of blind women, both in shop and home .... Brooklyn Week for the Blind is playing a large part in bringing nearer together the blind and the seeing people:
>
> I. By way of demonstration it is educating the seeing people to understand the possibilities of what can be done without sight;
>
> II. By proving to the seeing that the blind want occupation and independence through employment, and their right to the self-respect which comes from the ability to earn ones own way in the world;
>
> III. By raising a substantial sum of money yearly to help the three major agencies for the blind.
>
> The lack of any one coordinating agency, registering of blind, central place where applicant might apply, bureau of information

or clearing house, is a serious missing link in any well-developed and all-comprehensive plan providing for the welfare of the blind. It is very evident that the work for the blind at present is at an impasse, that the excellent work that the agencies have already done and are so well prepared to continue to do, is hampered by lack of unity among the chief agencies, a loss of harmony which must react harmfully on the successful development of a program for the general welfare of the blind.

It resolves itself into a question as to how far the agencies are willing to submerge their individualities as agencies into the consideration of the blind individual."

The survey recommended as first choice a Community Chest and Council plan for agencies raising funds for work with the blind. An alternative plan suggested the maintenance of a register of the blind and partially sighted, to be undertaken by a sub-committee of the Central Committee of the Week for the Blind.[16]

The census of 1933 was the outgrowth of this alternative recommendation. A committee consisting of Mr. Molineaux of the AICP, Dr. Riley of the Brooklyn Bureau, and Mr. Herbert Biele of the Week for the Blind discussed Miss Rand's recommendation at a meeting on July 31, 1930, at the Brooklyn Bureau. It was decided that a census card should be prepared as designed by Miss Rand, and that Mr. Molineaux should distribute and reassemble such census cards.

A list of 2584 blind persons was collected gradually at the office of the AICP, but not until the spring of 1933 was it possible to undertake the gathering of the census information. The services of a group of volunteers were secured through the Association of Volunteers, a department of the New York Welfare Council. Approximately 1200 blind persons were seen and 500 were found to be deceased or moved away, but when summer vacations intervened there still remained 884 blind persons to be visited.

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16. Rand, Lotta S. "A Study of Agencies for the Blind in Brooklyn" unpublished mimeographed report presented to the three Brooklyn agencies 1930, copies available at agencies' offices in Brooklyn.

II THE CENSUS OF 1934.

On January 2nd, 1934 Mr. Douglas P. Falconer, General Secretary of the Brooklyn Bureau, Mr. Edward S. Molineaux, General Agent of the Brooklyn AICP, and Mr. George B. Case, Director of the Industrial Home for the Blind, met at Mr. Falconer's office to discuss the completion of the census study. Mr. Molineaux on December 19th, 1933 had requested a staff of 35 workers from the Civil Works Service Division and had learned that while the project met with the Civil Works Administration's approval, the assignment of workers could be made, under the existing regulations of the Administration, only to a public department.

It was then suggested that the New York State Commission for the Blind be asked to undertake the sponsorship and supervision of the census and Miss Grace S. Harper agreed to do so. The Civil Works Division was again approached and was glad to approve the project as an opportunity for placing 35 persons of social work and research background.[17]

The following Committee was formed to plan and direct the new census:

Miss Grace S. Harper, Chairman, New York State Commission for the Blind.

Mrs. Mary Dranga Campbell, Treasurer, Department for the Blind and Crippled, Brooklyn Bureau of Charities.

Mr. Peter J. Salmon, Secretary, Industrial Home for the Blind.

Mr. Robert B. Irwin, American Foundation for the Blind.

Mr. Lewis H. Carris, National Society for the Prevention of Blindness.

Miss Frances E. Moscrip, Classes for the Blind, Board of Education, City of New York.

Miss Eudora Davies, New York City Department of Public Welfare, Blind Relief.

Miss Ruth B. McCoy, New York State Commission for the Blind.

Mr. Edward M. Van Cleve, New York Institute for the Education of the Blind.

Rt. Rev. Monsignor V. F. McClancy, Parochial Schools of Brooklyn.

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17. A summary of qualifications of census staff members will be found in appendix A.

Dr. Jules M. Nova, Ophthalmologist

Dr. Robert M. Rogers, Ophthalmologist

Mrs. Elsie Calder Lee, Brooklyn Week for the Blind.

Mr. Ralph Hurlin, Russell Sage Foundation.

Mr. Edward S. Molineaux, Exchange & Training School for the Blind, Brooklyn Association for Improving the Condition of the Poor.

An Executive Committee consisting of Miss Harper, Mrs. Campbell, Mr. Irwin, Mr. Carris, Mr. Molineaux and Mr. Salmon, assumed responsibility for the detailed administration and planning.

A Publicity Committee consisting of Mr. George B. Case, Director of the Industrial Home for the Blind, Chairman, Mr. Bart Andress, Publicity Director of the Brooklyn Bureau of Charities and Mr. Herbert Biele, Treasurer of the Week for the Blind, secured a generous amount of space in the newspapers and other publications, urging every one to send in the names of blind persons to the census headquarters.

The New York State Commission for the Blind selected a staff of 35 census visitors and two clerks to work under the supervision of Miss Marguerite Stuart and assisted them to get established in an office at 287 Schermerhorn Street. The Borough of Brooklyn was divided into a number of districts easily accessible to transportation, each census worker being assigned to do the visiting in a certain district.

A census card and instructions were drawn up for the use of the visitors. Other cards for listing blind persons were distributed to school children, police officers and all other possible sources for securing information about blind persons.[18]

The plan for a house to house canvass, though considered, was abandoned in favor of compiling the census from lists submitted by agencies represented on the Committee, supplemented by lists from churches, libraries and other independent sources.

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18. Sample census and registration card with instructions will be found in Appendix B.

The census committee decided that, since about 1200 blind persons had been visited during the 1933 census, the information already gathered on these persons could be utilized as it stood, without revisiting these homes. Many of the cases, however, were unintentionally revisited through a confusion of name spelling, combined with a change of address.

The 1934 census workers started their visiting on January 22nd. Medical reports verifying eye conditions were secured from the various hospitals, clinics and private physicians. The data was then assembled and typed on a census card for filing and tabulation purposes.

In the course of the registration, a total of 6970 unduplicated cases was handled by the census staff. Of these, 4405 proved to be deceased, moved out of Brooklyn, not located or incorrectly reported blind. The remaining 2565 cases constituted the active census file available for statistical tabulation, when the registration was completed on July 1st, 1934. It was a part of the original plan for the census that this registration should include persons both blind and of seriously defective vision, namely, those having a visual acuity of not more than 20/100 on the Snellen scale, combined with an unfavorable diagnosis and prognosis.[19] Within the 2565 total cases available for census registration were many whose medical reports when received, revealed a higher visual acuity than that set down as the standard. The 2565 total represents all the cases that were observed by the census visitors to have seriously defective vision.

In the original plan of the census was the following statement of purpose:

> "The purpose of this census is to study the facts brought out through registration, and to determine the extent to which existing agencies for the blind meet the needs. It should recommend a program for
>
> (1) the coordination of services offered by existing agencies;

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19. For an explanation of this method of measuring "medical blindness" the reader is referred to Best, Harry, Blindness and the Blind in the United States, MacMillan, 1934, p. 165 to 167.

(2) the necessary development of additional services;

(3) the elimination of overlapping and duplication of activities."

Since the registration itself did not provide the basis for such recommendations the committee decided to employ on July 1 a research assistant to make a three month's study of agency facilities, to supervise the tabulation and interpret the findings of the census. Through the courtesy of the Works Division of the New York City Department of Public Welfare five of the original census staff were retained to assist with the tabulation.

THE QUESTION OF DUPLICATION

It will surprise no one familiar with social services to the blind in Brooklyn, that the Census disclosed evidence of duplication among the three larger agencies serving the blind.

Of the 1140 cases submitted as active for 1934 by the Brooklyn Association for Improving the Condition of the Poor, the Brooklyn Bureau of Charities, and the Industrial Home for the Blind as shown in Table I, 100 were registered both by the Brooklyn Bureau and by the Brooklyn Association for Improving the Condition of the Poor, while 139 were registered both by the Association and by the Industrial Home. Thus 239, or 20.9% interagency duplications occurred in a combined list of 1140 names. On the other hand, the table shows only 1219 names registered by these three agencies for 1933 and 1934 combined. This is 47.5% or less than half of the total 2565 census registrations.

It is doubtless true that many of the 239 duplicated names were derived merely from entertainment mailing lists, and may or may not reflect duplication in home visiting. Nevertheless there is nothing to prevent two agencies from each assuming case work responsibility, unless Social Service Exchange inquiry is supplemented by interagency conference.

Perhaps during the long years when the agencies have made a practice of supporting a Social Service Exchange, it has been forgotten that the foremost reason for using an Exchange is to "give the clients of social agencies the most

[illegible]

[illegible]

[illegible]

intelligent and helpful service possible, through correlation of plan-making", and to make possible a "saving in the time of the social worker and a spreading of funds by the agency to a larger number of people."[20]

In our reading of case records of blind persons employed in the sheltered shops, we were impressed by the fact that conferences between staff workers of the agencies on duplicating cases, were seldom recorded. Plans for "correlation of plan-making", may have been a part of the agency's service technique, but if so, case records generally fail to reflect a conference basis of transferring cases from one agency to another.

In defense of apparent industrial overlapping, the argument has been advanced that even a handicapped individual should not be restricted to only one type of employment opportunity, but rather should be offered a choice of shops in which he prefers to work. However much this argument may hold for competitive industry, it is scarcely valid in a situation where employment must be continuously subsidized, as in the usual sheltered shop for handicapped workers. The subsidy in each instance must be raised through public subscription. It is indeed surprising that contributors, if aware of the existing duplication, are willing to continue to support it.

Table I shows the sources from which the 1934 census received lists of persons reputed to be blind. The lists are ranged, with two exceptions, in the order in which they were received at the census office. The small list of 48 cases from the Brooklyn Bureau's Family Division came in at a late date but it is entered for convenience adjacent to the Bureau's Blind Division list. The list of the Commission was among the first to be received, but has been placed after the three large Brooklyn Agencies because this list was a new one to the 1934 Census.

The Census of 1933 provided the nucleus of 1006 names available for

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20. Quoted from the leaflet" The Social Service Exchange of New York City, a Cooperative Activity of Public and Private Welfare and Health Agencies under the Auspices of the Welfare Council", January, 1934.

interview. Every list submitted to the 1934 registration added some new names to the original nucleus. The largest single new group came from the combined school and church registration. Out of a total of 965 names received from this combined source, 815 are new individuals.

The small number of new names from the Special Library list, 4, is accounted for by the fact that most of this list was included in the nucleus from the 1933 Census.

Independent registrations came from people who read the newspaper publicity given to the census, or were brought in from the field by census visitors whose attention was called to blind persons in their areas.

In addition to the 2565 cases which were located and interviewed, there were 4405 names submitted which were not available for census information. Some of these, residing at addresses outside the Brooklyn City limits were omitted for that reason. The majority, however, were persons found by the visitors to be sighted - people incorrectly reported to this census. At this point we want to repeat that, included within the 2565 cases accepted for census registration, there are some persons who definitely fall outside the category of blindness as laid down by the Census Committee, namely, those with a visual acuity of $\frac{20}{100}$ or less as measured on the Snellen scale. The question of verification of blindness will be dealt with later in the section of this report devoted to medical findings.

In the course of the registration, 164 registered persons made to the visitors some request which apparently called for emergent attention. At the suggestion of the Census Executive Committee, these cases were cleared at once through the Social Service Exchange. All cases known to the AICP, BBC, IHB, Public Schools, United Jewish Aid or Catholic Charities, were returned to these agencies respectively for emergency service.

All cases not previously recorded at the Exchange, or recorded by agencies other than the above six, were referred in rotation as follows:

1. Men alternately to the AICP and IHB.
2. Women to the BBC.

3. Children to Miss Moscrip in charge of sight-saving classes in the public schools.

The number of registered cases referred during the course of registration to the several agencies may be summarized as follows:

	AICP	BBC	IHB	BD. OF ED.	UJA	CATH. C.	TOTAL
Men	29	6	36	0	1	2	74
Women	9	71	0	0	0	0	80
Children	0	0	0	10	0	0	10
Total	38	77	36	10	1	2	164

Some additional sighted persons were referred, but no complete record was made of persons not the responsibility of this census. Besides this total of 164 cases already referred to the agencies there is the large group of new cases that have as yet received no service as a result of the Census enumeration. A suggestion for the disposal of these new cases is embodied in the recommendations.

THE PICTURE PRESENTED BY THE CENSUS

In a city of 2,785,159 population, one would expect to find about 2700, or one per thousand of the population in the category of blind and partially sighted.[21] The total of 2565, then, may be considered representative.

Table II shows that 1399 were of the male sex, and 1166 the female. The age classification boundaries used in this table were chosen to represent age divisions reflecting New York State experience and legislative provision for the blind.

The pre-school blind child, having a longer span of years than the normal pre-school age child does not usually enter grade school until he is seven. In this Brooklyn group, we registered only 36 of these children - 15 boys and 21 girls. It is to be hoped that the apparently small number of children with serious eye defects may reflect the relative adequacy of health programs for the pre-school age child in a metropolitan area. Later in this report we shall make some comparisons with the general population of the city, examining ratios of blind to normal persons in Brooklyn, as against similar percentages for the United States as found in the 1930 Federal Census of the Blind.

Turning to the children of grade school age, only 145, - 83 boys and 62 girls - were reported. This is the group most hopeful as subject for a careful program of prevention.

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21. Population of Brooklyn July 1, 1934 as estimated by the New York City Department of Health.

TABLE II.

PERCENTAGE DISTRIBUTION BY SEX-ACCORDING TO AGE

A G E	MALES		FEMALES		TOTAL	
	NUMBER	%	NUMBER	%	NUMBER	%
Under 6	15	1.07	21	1.80	36	1.43
7 to 15	83	5.93	62	5.32	145	5.63
16 to 20	53	3.79	36	3.09	89	3.44
21 to 54	631	45.10	417	35.76	1048	40.43
55 to 69	380	27.16	323	27.70	703	27.43
70 and over	227	16.23	298	25.56	525	20.89
No report	10	.72	9	.77	19	.75
Total	1399	100	1166	100	2565	100

The group of 16 to 20 years represents the potential high school student for whom the State has a tuition fund available. In this group also are the boys and girls coming out of residential schools for the blind to enter the struggle of competitive industry. Here we found 53 boys and 36 girls, a total of 89. The predominance of boys may reflect a completeness of registration of boys by the two shops employing men and boys - the AICP shop, and the Industrial Home-where there are always some youths receiving industrial training.

Over a thousand cases are in the usual self-supporting ages, 21 to 54 - 1048 or 40.43% of the total registered cases. The men exceed the women in number by almost a third, suggesting that, as in the general metropolitan area, men are

exposed in greater numbers than women to industrial accident, the chief cause of blindness in the United States.[22]

In the next older group, we have the cumulative effect of disease and accident occurring in earlier years. Between the ages of 55 and 69 - too old for competitive industry and too young for New York's Old Age Relief Allowance - is the second largest number of cases: 380 men and 323 women, a total of 703. Many of these will no doubt be found partly provided for by the City Blind Relief. Many of them will be found in the sheltered shops. Here again an earlier community program of prevention might have reduced this number considerably if an aggressive educational effort had been made to apprise the Brooklyn public of effective preventive measures.

For the 525 blind persons 70 years and over, there has been adopted within the State Department of Social Welfare the policy that age may be considered a major handicap, and that the provision made by the State for adequate relief to eligible persons over 70, may supercede and replace the limited city blind relief already referred to.

It is not to be supposed that every blind person of 55 and over is a subject for public relief. Many have resources within their own family circle that make them independent in their unemployable years. We shall have occasion to refer later to the proportion that were found self-supporting in all adult age groups.

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22. Best, Harry - Blindness and the Blind in the United States, MacMillan 1934 p. 8.

RACE AND NATIONALITY

The Census cards show 2391 white persons, 142 negroes, 5 American Indians, and 27 persons whose racial background is not specified.

Table III listing the countries of birth found in the total census enumeration indicates in how far the foreign born have been naturalized. Slightly less than half, or a total of 1153 were born in the United States. In 7 cases the country of birth was not ascertained and in 216 cases neither country nor citizenship were stated.

The largest single foreign-born nationality group is composed of 350 Russians, the second largest is 326 Italians. No other single country is represented by more than 83 persons - the total of German origin. Ireland contributed 82, Poland 80, Austria 79. Outside the group of Irish origin mentioned above, other parts of the British Empire are represented by the next largest group, each of them small in itself:

England	31
British West Indies	15
Scotland	10
Canada	5
British Guiana	2
Wales	1
	64

Roumania gives us 21, Hungary 17, Norway, 13, Syria 11, Sweden 10, Lithuania 9, Greece 8, Porto Rico 5, Palestine 5, Turkey 4 (Palestine probably should be merged with Turkey, and Porto Rico with United States, although the Census inquiry did not specify date of entry into the U.S.). Belgium, Brazil, Denmark, Holland, Latvia, Spain and Switzerland each contributed 2. All other countries, numbering eight, each contributed one individual to the Census enumeration.

Of the 1196 foreign born persons, 693 are naturalized, 444 are not. The failure to take out naturalization papers excludes the individual from eligibility to the city's allowances to blind and aged. The burden of dependency, if such occur in these 444 cases, must fall upon the private relief agency.

TABLE III

NATIONALITY AND CITIZENSHIP OF CENSUS CASES.

Country of Birth	U.S.Citizen	Non Citizen	No Report	Total	%
UNITED STATES	1153	-	-	1153	44.95
ALL OTHER COUNTRIES	693	444	59	1196	46.90
Austria	48	28	3	79	
Belgium	1	1	0	2	
Brazil	1	1	0	2	
British Guiana	1	1	0	2	
British West Indies	9	5	1	15	
Canada	4	0	1	5	
Denmark	1	0	1	2	
England	25	5	1	31	
Germany	64	14	5	83	
Greece	4	4	0	8	
Holland	1	1	0	2	
Hungary	10	5	2	17	
Ireland	64	10	8	82	
Italy	170	138	18	326	
Latvia	1	1	0	2	
Lithuania	5	4	0	9	
Norway	10	3	0	13	
*Palestine	3	2	0	5	
Poland	41	32	7	80	
*Porto Rico	3	1	1	5	
Roumania	13	8	0	21	
Russia	179	162	9	350	
Scotland	7	3	0	10	
Spain	0	1	1	2	
Sweden	8	2	0	10	
Switzerland	2	0	0	2	
Syria	5	6	0	11	
Turkey	1	2	1	4	
All other	6	3	0	9	
Canary Islands					
Czechoslovakia					
Colombia, Cuba					
Egypt, France, Phillipines					
Venezuela, Wales					
Country not specified	6	1	0	7	
Citizenship and country not specified	0	0	216	216	8.15
TOTAL	1846	444	275	2565	100.00

*The Census card did not call for length of time in U.S., so that changes in nationality on account of date of entry could not be determined.

MARITAL STATUS AND DEPENDENTS

The questions as to marital status and number of dependents are summarized together in Table IV. In the total group, 1159 were married, 810 single, 549 widowed, divorced or separated, and on 47 cases the marital status was undetermined. About half of the total number, 1355, had no dependents. The other half recorded a varying number of dependents with seven persons claiming to have nine or more individuals dependent upon them for support. Obviously this result represents a misunderstanding of the interviewer's question. It can scarcely be true to fact that a handicapped individual would be able to support nine or more other persons beside himself.

This table shows a large number of cases - 456 - in which information as to number of dependents was not obtained. It may be that some of these should be classified as cases with no dependents, but correction at the time of tabulation was not possible to make from the interviews as recorded.

TABLE IV.

NUMBER OF DEPENDENTS ACCORDING TO MARITAL STATUS

	NUMBER OF CASES				
	MARRIED	SINGLE	WID.DIV.SEP.	STATUS NOT SPECIFIED	TOTAL
	1159	810	549	47	2565
Number of Dependents					
None	347	582	423	3	1355
1 dependent	252	31	30		313
2 dependents	112	11	15		138
3 dependents	115	1	6	3	125
4 dependents	67	0	4		71
5 dependents	44	0	3		47
6 dependents	33	0	0		33
7 dependents	18	1	2		21
8 dependents	4	0	1		5
9 or more	7	0	0		7
Number not specified	160	184	65	47	456

EDUCATION AND THE READING OF RAISED TYPE

The census inquiry as to education showed 430 persons with no schooling - about one sixth of the total 2565 cases. Blind schools were represented by 197 cases, sighted schools by 1721, and 97 other persons had attended both types of schools. Information was lacking as to type of school on 120 cases.

Table V shows the highest grade reached by 1874 whose educational level is recorded. An additional 261 who attended school did not indicate the number of years or grade reached.

Grade school is represented by 1585 persons, of whom 1166 were designated as having completed the grades. We believe that this last figure represents a possible misinterpretation on the part of the census interviewer. The 1166 must include an undistributed total belonging partly to the lower grades. It can scarcely be true that such a large proportion of grade school pupils properly classify as 8th grade pupils.

The same difficulty is found in the High School years. Out of 233, it is not likely that 155 completed the four years, when the numbers for the first three years are 30, 35 and 13.

The college group is small, as one would expect. It may be true here that 48 out of 56 spent four years in college. There were no cases recorded of graduate work beyond the college course.

These figures are of interest in connection with Table VI showing the number of those who read raised type. The 377 cases in which this information is not recorded doubtless reflect the interviewer's unfamiliarity with the subject matter of the question. The kind of type is not specified in 79 additional cases.

The arresting figure in this table is the 1741 persons who read no raised type. If this is true, or even partly true, it is obvious that the Home teacher

has a task still ahead until such time as the present raised type method of reading may be rendered superfluous by the "Talking Book".[23]

TABLE V.

EDUCATIONAL LEVEL

1. GRADE SCHOOL

Grades	1st	2d	3d	4th	5th	6th	7th	8th*	Total cases
No. cases	29	49	54	62	74	95	56	1166	1585

2. HIGH SCHOOL

Years	1	2	3	4*	
No. cases	30	35	13	155	233

3. COLLEGE

Years	1	2	3	4*	
No. cases	2	3	3	48	56

Total recorded for school or college year		1874
4. Number attending school, years not recorded		261
Total number having attended school		2135
a. Attended only Blind School	197	
b. Attended only Schools for Sighted	1721	
c. Attended school for blind and school for sighted	197	
d. Type of school not specified	120	
5. Number never having attended school		430.
TOTAL CENSUS CASES		2565

* The figures in the three top levels of grade school, high school and college respectively, appear to be swelled by cases which, if uniformly interviewed, would have fallen within some other year less advanced.

TABLE VI.

RAISED TYPE READ

Revised Braille *	N. Y. Point.	Moon	Type not specified	None	No Report	Total cases
283	57	28	79	1741	377	2565

* Of these, 42 read more than one type.

23. The American Foundation for the Blind is distributing a combination radio and phonograph under this trade name, which it is hoped will eventually provide transcriptions of all widely-read books for the benefit of blind listeners.

OCCUPATIONAL CLASSIFICATION

Table VII summarizes, according to Federal Census occupational titles the employment information given on the 439 census cases that were at work when the census was taken.[24] Of the 2126 unemployed, it was not possible to determine how many were employable, except that the 329 housewives and 129 school pupils would probably not be candidates for placement or for present industrial training. In Brooklyn we found no one pursuing agricultural occupations, which always stand at the top of any national classification.

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24. Alphabetical Index of Occupations, Fifteenth Census of the United States, 1930, Bureau of the Census, Published by the U.S.Government Printing Office, Washington, 1930. The same classification was followed by the American Foundation for the Blind, as quoted in Best, Harry, Blindness and the Blind in the United States, pp. 231.

TABLE VII

OCCUPATION CLASSIFICATION OF TOTAL CASES
IN CENSUS - 2565

CLASSIFICATION		NUMBER OF CASES	%
I. GAINFULLY EMPLOYED		439	17.11
Kind of occupation			
Manufacturing and mechanical		199	
Piano tuners	14		
Chair caners	13		
Weavers	6		
Broom and brush operators	41		
Mop operators	47		
All others	78		
Transportation & Commerce		2	
Trade		140	
Salesmen	11		
Standkeepers	21		
Newsdealers	18		
Insurance Agents	4		
All others	86		
Public Service		2	
Professional Service		49	
Musicians	16		
Ministers	1		
Teachers	16		
Lawyers & judges	2		
Masseurs & chiropractors	5		
All others	9		
Domestic and Personal Service		42	
General domestic	20		
Others	22		
Clerical		5	
II. NOT GAINFULLY EMPLOYED		2126	82.89
Not working	1563		
Housewives	329		
Pupils in School	129		
Beggars	6		
No report	99		
TOTAL CASES		2565	100.00

III. BROOKLYN RESOURCES IN THREE SOCIAL AGENCIES.

A. ADMINISTRATION

The Brooklyn Association for Improving the Condition of the Poor.

In the summer chosen for this study the Association is in its ninety-first year. Its family welfare department, like that of all other family agencies in greater New York, is carrying a heavy load resulting from unemployment. At no time during the fiscal year closed on April 30, 1934 has the active major case load for family service gone below a thousand cases where it stood in December. The peak of the year's active load occurred in June 1933, reaching 1202 families.

The family work is carried on in the main building at 401 State Street, which the Association owns, and in two branch offices in the Greenpoint and South Brooklyn districts. The former is located in the Thomas D. and Kate Hurst Community House of the Association, at 41 Nowell Street, where the Association conducts clubs and classes in homemaking for mothers and older girls, classes in nature study, drama, dancing for children and young people. The latter is merely a family welfare office at 362 46th Street. The family department professional staff consists of 16 field workers and a case-supervisor who is responsible to the Association's general agent.

This department takes over cases from the division for blind work, if special problems other than shop admission or institutional provision for the blind are indicated. The family department also supplements certain families with additional income over and above what is paid as wage subsidy. All shop subsidies are charged to the general funds of the Association, partly as relief and partly as service, the latter consisting of salaries to instructors and demonstrators. The most recent printed annual report (April 30, 1933) showed in its Treasurer's report an amount of $83,537.18 disbursed as relief, training and employment of the blind. The latest annual report will be off the press shortly.

The Association operates on the second floor of its central headquarters at 401 State Street, a dental clinic four days a week except in the summer when it

is closed, and a nutrition department with classes and a visiting housekeeper in cooperation with Pratt Institute. It operates a camp for mothers and babies recommended by the family department at North Long Branch, N.J. during July and August. Most of its family welfare staff members have been with the Association many years. New members recently engaged are college graduates considered as students in training. One experienced case worker is assigned to the blind department part time as needed.

The Association has since 1913 made an annual contribution to the Long Island College Hospital for the care of crippled children. The amount generally approximates $3600. a year, and is paid monthly following an annual resolution of the Board of Managers. This represents a portion of the income from the George L. Fox endowment.

The Association maintains an extension and publicity department of two persons the year round. One member of this department has devoted most of her time this past summer to building up committees for Sales on Long Island.

SOCIAL SERVICE FOR THE BLIND

The Association's General Agent is himself a graduate of the Illinois State School for the Blind and was until the retirement of Miss Jessie Hixson, the previous general agent, in 1932, in immediate charge of the Association's program for the Blind. The present worker in charge is Mr. Arthur Meinert, who has been with the Association 13 years, first as a student of dictaphone work and later as a home teacher of various crafts. He was educated at the New York Institute for the Blind.

Mr. Meinert has the assistance of a blind worker with two years of college training at New York University who is hoping to enter a school of social work this fall. He has also the occasional special assistance of a member of the Family Department staff who has had some college work at Vassar, extension courses at the New York School of Social Work and previous experience with the Charity Organization Society and the Traveller's Aid.

New applications for assistance are handled by one of these three, depending upon the apparent requirements of the case. Admission investigations of blind persons entering the workshop are handled by the blind visitor, while more complicated assignments are taken by the sighted visitor who is able to add a visual picture to the case history.

A young man with partial vision, a high-school graduate, has charge of distributing theatre tickets - a recreational resource described in some detail under the section on recreation. He also guides blind persons to clinic and assists Mr. Meinert in his visits directed at placement and institutional care of blind persons.

New applicants are generally referred for eye examinations to the clinic of the Brooklyn Eye and Ear Hospital or to the Long Island College Hospital. Lessons in typing or in the reading of Braille may be given in the home by Mr. Meinert if requested, but most applicants want work and are taken into the shop if there is a vacancy. Crafts are no longer taught in the home, but articles made at home by blind persons are carried by the Association's sales staff along with articles made in the shop.

The Industrial Shop is now divided between the building at 401 State Street, where a room on the main floor and one in the basement are given over to the manufacture of brushes and dish mops and the top floor at 166 Livingston Street, devoted to stock room, offices, recreation rooms and the making of mop heads, lingerie, aprons, towels and other cotton garments. All industrial work is soon to be concentrated in the latter large floor space comprising the entire top floor of the building.

The Brooklyn Bureau of Charities

The Brooklyn Bureau of Charities occupies its own building of eight stories with two entrances, one at 289 Schermerhorn Street and one at 306 Livingston Street. The latter is flanked on both sides with display windows for the hand work of the craft and sewing shops for the Blind and Crippled. Along the west side of the

corridor entrance is a wall of glass displaying to the passerby the Craft Shop and the weaving room where blind women are operating hand-looms.

The first floor of the Schermerhorn Street side is devoted to the reception service of the Bureau's Family Welfare Division and to the Health Examination Dispensary conducted by the Bureau's affiliated organization, the Brooklyn Tuberculosis and Health Association.

The second floor is given over to the Bureau's administrative offices, to the central offices of the Family Welfare Division, to the Mental Hygiene Clinic, and to the offices of the Housing Committee and Courts Committee of the Bureau, and to the Accounting Division. On the third floor are located the central offices of the Tuberculosis and Health Association and the Bureau's Extension and Finance Divisions. The fourth floor contains the Bureau Mailing Service and two district offices of the Family Welfare Division. The sixth floor contains the various workshops for the Blind and Crippled. The seventh floor provides for a Day Nursery and Department of Home Economics conducted in cooperation with Pratt Institute.

Other office space in the building is rented to philanthropic organizations such as the Brooklyn Federation of Churches and City Mission Society, Brooklyn Free Kindergarten Society, National Council of Jewish Women, Brooklyn Jewish Home for Convalescence and Jewish Social Service Bureau, and the Temporary Emergency Relief Administration Dental Clinic.

The Family Welfare Division of the Bureau has for many years served as a training center for students of the New York School of Social Work and its case workers in training are generally recruited from various professional social work schools after the completion of at least one year of school training. The line of advancement for this training is through the District Office, to the position of Assistant Secretary, Associate Secretary and District Secretary. During this progression of casework experience it is expected that the worker will pursue extension courses in one of the approved professional schools for social work in New York in order to obtain her professional school diploma.

The Secretary of this Division, Miss Elizabeth Dutcher, has served as Chairman of an Inter-departmental committee on personnel problems, to establish a uniform scale of clerical salaries, vacation schedules, weekly work hours and sick leave policies for all divisions of the Bureau.

The Family Welfare Division, like the other large family service agencies in the greater city, has carried a heavy share of the unemployment load. Cases under care for the fiscal year ending April 30th, 1934, were never less than 2500 a month and ran considerably over 3000 for the month of June, 1933. The professional staff, including visitors, district secretaries and case consultants, was increased from 70 to 79 persons during the year in order to keep abreast of the heavy load on a casework standard comparable to that maintained by the Bureau over a long period of years.

Like other private agencies in the field of family casework, the Division has transferred to the Home Relief Bureau and other public relief departments such cases as were eligible for public relief, and has concentrated its efforts on serving those whose problems cannot be solved by material relief alone.

Its work is administered through a central relief office and ten district offices located in the various sections of the Borough of Brooklyn. It operates a mother and children's camp at Shelter Island during the summer months.

This Division carries certain cases of blind heads of families as part of its general casework responsibility. It takes over from the Division of Blind and Crippled all cases requiring relief as a part of treatment.

The Division sponsors a Mental Hygiene Clinic now open only one and a half days a week. Two years ago the Clinic, when in operation on a more extended time schedule, was able to offer psychometric tests for certain cases referred by the Division for the Blind and Crippled. Summaries of these tests are included in the discussion of the Sheltered Shops. We are indebted to Doctor Marion Stranahan, Psychiatrist, and especially to Doctor Minna C. Wilkins, psychologist, for this unique contribution to a study of agency services for the blind.

The Brooklyn Tuberculosis and Health Association, although engaged primarily in a health education program supported independently of the Bureau by its sale of Christmas seals, furnishes (in the Health Examination Dispensary) a health resource for physical examinations that is available to all Bureau Divisions. When the Division of Blind and Crippled made a special study of shop employees in 1932, this Dispensary made all the routine physical examinations, referring the patients to other clinics for any other special examinations indicated. This Association conducts a Day Camp Whitney for undernourished children at Marine Park, Brooklyn, and Camp Christmas Seals, a resident camp, at Lake Tiorate, Haverstraw, N. Y. for children predisposed to tuberculosis.

The Bureau's Day nursery cares for children of working mothers known to the Family Division and those referred by other agencies.

The Nutrition Division in addition to supplying a consulting home economic service to the Family Division, operates a lunch room where the employees in the shops for Blind and Crippled may obtain their midday meal.

The Extension and Accounting Division handles the publicity, money raising and accounting services of all Divisions of the Bureau. Mr. George M. Galloway, Assistant Secretary of the Tuberculosis and Health Association, is responsible for the operation of the building.

The last published annual report for the year ending April 30, 1933 shows an expenditure of $45,436.35 for "Training and Aid of Blind".

SOCIAL SERVICE TO THE BLIND

The Division of Blind and Crippled represents a consolidation affected a year and a half ago, of the work formerly conducted under the separate jurisdictions of the Committee for the Blind, the Committee for the Crippled and the Committee on Salos. A director of many years' experience in work for the Blind, Mrs. Mary Dranga Campbell, has been in charge of the combined work since February, 1933. Her college background at Leland Stamford University was supplemented by library training at the University of California and social work training at the

Chicago School of Civics and Philanthropy. Her previous administrative experience had been with the Ohio State School for the Blind, the Pennsylvania Council for the Blind and the Missouri State Commission for the Blind.

A complete case study of all blind and crippled employees of the shops prior to October, 1933, and of all residents at Friendly Lodge was undertaken with the assistance of two experiencod caseworkers loaned by the Family Welfare Division and of a specialist in medical social work with orthopedic handicaps. With this information in hand certain changes were made in the arrangement of the shops and in the reorganization of the supervisory responsibility, to effect the desired consolidation of operations.

The Director herself has made this year a comparative study of shop attendance, shop wages, supervision and home work covering a period of the last five years and has prepared a manual covering the objectives of the Division and the duties of each member of the staff in achieving these objectives.

In charge of the casework for both blind and crippled is a graduate of tho Maryland State School for the Blind, who regained her vision at the age of 14. Her social work experience began at the Henry Watson Children's Aid Society of Baltimore, and was continued for four years in the Family Welfare Division of the Bureau. She was Assistant Secretary of the Bureau's Red Hook District when her services were lent to the Division for the Blind for the special case study of 1932. She is now supervising the casework of the latter division.

The Division also has the full-time services of a worker who was with the Bureau's Family Welfare Division between 1921 and 1926, and has been with the Division for the Blind for the past eight years.

The Division's sewing and craft shops are under the supervision of a designer trained at the Fine Arts Departments of Teachers' College, Columbia University and at the National Academy of Design. Her previous experience embraces two years of field work for the New York Association for the Blind and two years as director of field work for the Vermont Association for the Blind.

The Bureau of Mailing Service is directed by a young man who has been an employee of the Bureau since 1927. He has developed the mailing service since its beginning in 1930. He had had two years of work at St. Francis's College and two years' experience with the billing department of the Reid Ice Cream Corporation before joining the staff of the Bureau in 1927.

The Division maintains a library for blind readers adjoining its offices on the sixth floor. During the past year obsolete New York Point books have been given away to readers who still enjoy them and magazines and consignments of books in Standard Braille have been ordered as needed from the New York Public Library.[25] Volumes may be obtained free of charge and free of postal fees from the Library of Congress and from the State Library at Albany. The blind librarian is a graduate of the New York Institute for the Education of the Blind and a teacher of weaving.

The Division operates a summer camp at Huntington, Long Island, which is described in the section of this report devoted to recreation. The camp director for the summer of 1934 in charge at the time this study was made was a charming woman of business background, educated at St. Agnes School in Albany, with 13 years purchasing experience with the Hooker Valve Company, and subsequent experience in institutions and summer camps for children in New York State.

The Division's relationship to Friendly Lodge has been one of cooperation rather than administration. The lodge is discussed in a separate section of this report.

The Division's promotion of the Spring Play and other recreational events for Blind and Crippled are considered more fully under the subject of recreation.

Home Teaching has been carried on for both blind and crippled. For the summer months of 1934 the Bureau accepted the services of a Home Teacher for the blind lent by the New York State Commission for the Blind. The new applicant for home work, like the new applicant for shop work, is given a routine eye examination at one of the eye clinics to determine the degree of visual acuity and

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25. For a complete explanation of various forms of raised type the reader is referred to Best, Harry - Blindness and the Blind in the United States, pages 412-420.

prognosis. The home teacher lent by the Commission for a three months period was a graduate of the Pennsylvania Institution for the Instruction of the Blind at Philadelphia, who has completed a special course in social service on eye cases offered at the Pennsylvania School for Social Service in connection with the Pennsylvania Institution. Her previous experience included several years as field representative for the Pennsylvania Council for the Blind. She will be succeeded by a permanent appointee on the Brooklyn Bureau staff at the end of the summer season.

The Industrial Home For The Blind

The Industrial Home at 512 Gates Avenue presents an administration much less complicated, in that it operates a shop for blind men, a home for homeless blind men and a social service and placement department in connection with both.

The total expenditure for the year's operations ending December 31, 1933 according to the published annual report was $23,260.88.

The Managing Director, Mr. George R. Case, is assisted by Mr. Peter J. Salmon in the conduct of the establishment. Mr. Case, formerly President of the Board while conducting an interior decorating business of his own, become Managing Director in 1923, after assisting in the raising of funds for the present building. Most of his time is given to financial operations, extension and publicity work.

The Assistant Director, Mr. Salmon, a graduate of the Perkins Institution of Boston, was tutor there for deaf-blind students during a year of post-graduate work. His subsequent experience was gained with the New York Association for the Blind before joining the staff of the Industrial Home in 1917.

The shop operations and some specially important sales accounts are the responsibility of the Assistant Director. He serves as shop manager, gives personal supervision to social service problems arising in the shop and oversees the conduct of the residential building.

Miss Kitty O'Neil in charge of social service keeps the case records and service reports for two blind men who are field workers, transmits to them messages regarding cases, and plans with them their home visits. Her first contact with the

institution was in 1920 as an entertainer. She is a musician with previous experience in light opera and in teaching of children. She formerly gave lessons to some of the men in the home and planned entertainments for them. When a vacancy occurred in the Social Service Department she was asked to take it over.

Home teaching and general home visiting are done by a blind graduate of Perkins Institution of Boston, who has had considerable experience as a tuner in piano factories and as a private tuner on his own initiative. He came to the Industrial Home to teach Braille reading and typowriting. He makes all the home visits to new applicants for work in the shop, and keeps in touch with all cases known to the Home, except those requiring placement supervision.

Another blind visitor is assigned for one and a half days a week to placement work, the balance of his time being devoted to assisting with money raising efforts for the institution. He is a graduate of the New York Institute for the Blind, Columbia College, and is now studying law in evening classes. His work on placement for blind men will be covered in the section on placement.

A matron is in charge of the management of the residential part of the home which has a capacity of 50. At present one floor is closed and there are 23 blind men residing in the house, many of whom are also aged. The home is operated like a comfortable and unpretentious well-kept club. Its rooms accommodate two men each, with ample window space, two single iron beds, two comfortable chairs, dresser and a table for books and radio. Each man has his own clothes press which is locked. Toilet facilities and shower room nearby are ample and spotless. The men have a sitting-room with comfortable leather arm-chairs, a piano and a radio. It is located at the end of a corridor which opens on a stairway to a spacious roof.

The dining-room located in the basement is a cheerful room in spite of its half windows opening on the street. It accommodates at table not only the men who live in the home for all meals, but also those who work in the shop for the midday meal. The shop worker may purchase a full dinner for 15 cents or may bring his own lunches from home, the institution supplying coffee or tea.

Half the space of the dining-room is given over to a lounging section with

comfortable chairs and couches where the men may read or listen to the radio. On the day of our visit the Talking Book was being demonstrated at lunch. The home has both an indoor and outdoor smoking area where the men in the factory may smoke during morning and afternoon recess.

B. PROBLEMS IN FINANCE COMPARABILITY

When this study of agency resources was begun on July 1, it was hoped that a limited analysis of agency service statistics and accounts for the year ending April 30, 1934, would show certain comparable figures as to cost of workshop operations in relation to sales, the amount of salaried service allocated to shops and the amounts spent in other social services to the blind.

After some experimentation, we came to the tentative conclusion that, as in Mrs. Rosenthal's study of the New York Sheltered Shops in 1932, the financial data obtainable would reflect such a variety of cost-accounting practices, that any study of limited duration would produce no bases of comparison between shops.[26]

To test this conclusion we decided to employ ten days' vacation time of an accountant, Edward A. Selle, attached to the State Department of Social Welfare. He examined the reports submitted to this study, talked with the several accountants and executives in the three agencies, and rendered us a detailed comment on each agency's accounting set-up.

It is impractical to report in detail the various discrepancies that would make any comparative statement unreliable. A few brief summarized paragraphs may serve to expose the difficulties.

1. The books of the Industrial Home are kept on a calendar year basis. The books of the other two agencies are kept on the basis of the fiscal year, May 1 to April 30.

2. Industrial Home and AICP accounts are kept on an accrual basis, Brooklyn Bureau accounts on a cash basis.

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26. Rosenthal, Clarice A., A Limited Study of the Sheltered Workshops of New York City. Mimeograph publication of the New York Welfare Council, 1932.

3. The Industrial Home accounts cover the operation of a residence institution, a factory, a placement service, home teaching and personal service. The Brooklyn Bureau accounts reflect both combined and separate manufacture of articles, employing both blind and crippled, as well as the conduct of a retail salesroom, the promotion of special sales, the running of a summer camp, the direction of a program of case-work, recreation and home teaching for both blind and crippled, all of which are not sufficiently departmentalized on the records for separate analysis. The AICP industrial accounts have, since May 1, 1934, been segregated from general activities of the relief organization for purpose of business analysis and all accounting records revised to reflect cost of sale and manufacture. Prior to May 1, no such detailed data is available on industrial operations. Social service and recreation service to the blind are still not separately departmentalized on the records.

4. Expenses of rent, building upkeep, light, heat and insurance are differently distributed between manufacturing costs and administrative overhead, in each of the three agencies. The services of administration and clerical personnel have been charged in differing proportions to industry in the three organizations.

5. Piece work rates prevail throughout the Industrial Home and Brooklyn Bureau Shops. In the AICP shop piece work schedules are operative only on certain products and only since May 1, 1934. The varied methods of charging labor costs have been explained in some detail in the section of this study devoted to the operation of the sheltered shops.

6. Sales have not been separated, as to wholesale or retail in any of the three shops. No sales analysis of the separate products has been maintained by the Brooklyn Bureau to date nor by the AICP up to April 30th, 1934.

It would be impractical to attempt even the single comparison of gross profit results on products manufactured in the three agencies because of the discrepancies in bookkeeping methods noted above. A wide variation in gross profit results is clearly indicated, however by our brief attempt to apply all costs of manufacture on a uniform basis to the gross profit statements submitted to us by

the three agencies.

In view of these obvious difficulties to be surmounted in the realm of cost accounting, we are recommending a separate study of financial records in these three agencies, for the purposes of developing and demonstrating the value of uniform cost-accounting practices in organizations competing in the open market with regular wholesale and retail trade.

C. SALES, WHOLESALE AND RETAIL

We had hoped that the sales practices of the three agencies would be sufficiently clear from a study of the agencies' finances, to determine the relative advantages of wholesale and retail markets for certain products made by the blind. Since the financial basis for an accurate judgment is wanting, we shall quote the Industrial Home statement that about 90% of their sales are wholesale, and that of the Brooklyn Bureau of Charities that 90% of theirs are retail. The AICP is at present endeavoring to promote sales in both markets.

The AICP employs a blind salesman on commission, to cultivate the wholesale market, and a sighted salesman to contact chain stores. The former is a graduate of the University of Michigan, who came to the Association 2½ years ago, just before he lost his sight completely. The latter has been with the organization only about two months, having previously sold products of the General Electric Company.

These two men sell mops, brushes, and a few brooms purchased outside for customers who want them as part of an order.

In addition, the Association has recently engaged Mrs. William T. Hanson, last year's chairman of the Week for the Blind, to build up a list of employed women throughout greater New York who will take orders for lingerie in the factories and offices where they work.

Following the preliminary work of this summer in Long Island resorts, Mrs. Pauline Oswold, the widow of a well-known blind man, has been employed to conduct sales in the Long Island homes and clubs throughout the year. Orders and retail sales of lingerie, aprons and towels are recorded in the Association's central

office. Wholesale orders are handled by the office staff of the sheltered shop.

Sales of the Brooklyn Bureau of Charities Department for Blind and Crippled are carried on the year round in the Craft Shop at 306 Livingston Street. The shop is in charge of a manager, who has been conducting the Bureau's sales for crippled and blind since 1915.

This past summer, an additional saleswoman was added to the staff to promote sales in homes and clubs on Long Island as a six-months' experiment. She is a graduate of Mt. Holyoke College, with previous sales experience at Jordan Marsh, Boston; Bonwit Teller and The Emily Shops, New York and Abraham-Straus of Brooklyn. The Bureau exchanged consignments of certain articles with the New York State Commission which operates a retail shop and tea room at Watermill, L.I. during the summer.

Both the shop and the travelling sales carry a variety of everything made in the Bureau's craft shop and sewing room. Crocheted berets with handbags to match were a new product well received this summer. Scarfs made on a knitting machine are also new. There is a wide choice of table linen, rugs, dolls, toys, bags and cushions included.

Orders for Mailing Bureau work are solicited by telephone or in person by the manager of the Bureau, and by his assistant.

The Industrial Home's salesman is a law graduate from Georgetown University. His previous experience was in selling cloaks and dresses. He has developed the trade opportunities greatly in the two years of his connection with the Industrial Home. A printed catalogue of twenty nine pages describes the styles of brooms, brushes, mops and toys sold to the wholesale trade.

IV SHELTERED SHOPS FOR A NEW ERA

If the summer of 1934 has any merit as a period for the study of sheltered shop operation, its virtue lies in the fact that the shops are at their lowest ebb in a depression era. It is heartening to recall that their parent organizations have grown to their present strength from small beginnings in previous depression crises.

The definition of a sheltered workshop evolved by the Sub-Section on Sheltered Workshops of the Welfare Council of New York City as quoted by Mrs. Rosenthal in her 1932 study of the workshops of Greater New York (including the three covered by our study) reads as follows: "A sheltered workshop is a haven for those who find it difficult to carry on in competitive employment temporarily or permanently. It provides sheltered employment in small or large groups paying wages on a per diem, hourly or piece basis. The workers are not custodial cases committed by law. Tho product is made for a manufacturer or sold to the consumer, or retailed at a price comparable to ordinary industry".

"It is understood that the undertaking is on a non-profit-making basis, the direction of work is in charge of paid persons and the workers are under competent supervision and required to work definite daily periods, although these periods may vary from day to day".[27]

An earlier study made by Moses A. Leavitt of certain New York shops in 1928 used the terms "disabled" and "handicapped" synonymously to denote "a physical, mental or social condition, which interferes with a person's pursuit of his trade or prevents his competing in the industrial world with normal able-bodied workers".[28]

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27. Rosenthal, Clarice A. A Limited Study of the Sheltered Workshops of New York City, with special reference to marketing of their products. Welfare Council of New York City's Mimeograph Publications 1932, page 2.

28. Leavitt, Moses A. Handicapped Wage Earners As Studied By a Family Welfare Agency, published by the Jewish Social Service, Inc., New York, 1928, p. 9

General Hugh S. Johnson, National Industrial Recovery Administrator, employs the following definition: "Charitable institutions or activities thereof conducted not for profit, but for the purpose of providing remunerative employment for physically, mentally or socially handicapped workers...are herein referred to as sheltered workshops".[29]

It is on such a widely inclusive definition that the three shops of Brooklyn have been studied. All types of handicapped persons are found in them, although the two types of handicapped found to be most numerous are the blind and the orthopedic.

Mr. Leavitt points out that sheltered shops may be classified according to function as follows:

1. The therapeutic or curative shop which endeavors to physically harden the disabled person or build up in him work habits and better morale.

2. The vocational training shop which offers re-training.

3. Permanent sheltered employment for persons considered unemployable in general industry.

4. Study shops for determining the working capacity of the disabled person.

5. Shops that offer part time employment to mothers of dependent children who are trying to maintain a home.[30]

We should characterize the three shops in Brooklyn as types of permanent sheltered employment, although in all of them some therapeutic results are achieved by employment itself without benefit of medical prescription or medical observation.

Early in the summer of 1933 when codes for various industries were being drawn, it was evident to the directors of sheltered shops everywhere that as manufacturers of products covered by code they would have to pay wage rates equivalent to those paid in competitive industry unless they could be exempted from code provisions by executive order. Representatives of the American Association of Workers

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29. Quoted from order granting sheltered workshops conditional exemption from competion. National Recovery Administrator's Order X-9. See Appendix C.

30. Leavitt, Moses A. Handicapped Wage Earners: p. 50.

for the Blind and the American Foundation for the Blind were successful in having exempt provisions written into the codes covering the broom manufacturing industry, the wet mop manufacturing industry and the dry and polishing mop manufacturing industry. A special committee to pass upon regulations for blind-made goods is designated in each code.[31]

In October, 1933, a new difficulty resulting from code provisions was brought to the attention of the Welfare Council's Committee on Sheltered Shops. The National Recovery Administration had made a ruling that "persons who are limited in their earning power through physical or mental defects, age or other infirmities may be employed in light duty below minimum set by the President's agreement, and for longer hours than therein authorized, if employer obtains from State Labor Commission a certificate authorizing the employment of such defectives in such manner."

It was feared by the Committee on Sheltered Shops that the extensive use of exemption might react to the disadvantage of persons already employed in sheltered shops. The Chairman of the Committee conferred with the New York State Commissioner of Labor who was acting as State Administrator of National Recovery Administration orders, and learned that the plan was to exempt a definite small percentage of persons, requiring that the employer submit to the State Labor Department certain detailed information on each individual so employed. When the order from the United States Department of Labor was subsequently distributed it covered about 130 industries, exempting between 5 per cent and 80 per cent of the employees in those specified industries as sub-standard workers.

Applying to this list of permanent codes there was issued on April 11th, 1934, by the United States Department of Labor a set of instructions to guide state authorities in the issuance of certificates for sub-standard workers. Briefly, the application had to be filed before May 1st, 1934, consisting of an application form

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31. Copies of these codes may be obtained from the United States Government Printing Office Superintendent of Documents, Washington, D.C., or through the office of the New York State Department of Labor, 80 Center Street.

and a form for the doctor's certificate on every individual worker physically or mentally handicapped except for the aged worker for whom an application alone was necessary.[32]

Meanwhile the National Recovery Administration in consultation with sheltered shop operators from various parts of the United States, issued a statement on May 12th, 1934, appointing a National Sheltered Workshop Committee "to effect compliance with the Administrator's order of March 3rd (X-9) conditionally exempting non-profitable charitable institutions conducted for the purpose of providing employment for and accomplishing the rehabilitation of physically, mentally or socially handicapped workers under the provisions of N. R. A. Codes". This Committee supersedes those mentioned above cited in the broom and mop codes. The National Recovery Administration in Washington has set up an office with a secretary to pass upon applications for exemption as they come in from the various sheltered shops throughout the country. The Administration asks that each shop fill out a questionnaire giving certain specified information, submitting the completed questionnaire with the application for license permitting exemption.

Whether or not the enforcement of code provisions becomes a practical reality, the codes already adopted have contributed a measuring stick applicable in each industry to all factories carrying on that industry. To take the Wet Mop Code provisions as a sample, article IV. of Approved Code 227 states

"1. No employee shall be paid at less than the rate of 32½ cents per hour in the North and 30 cents per hour in the South.

2. This article establishes a minimum rate of pay regardless of whether an employee is compensated on time rate, piece work, or other basis.

3. Rates of pay in excess of the minimum hereinbefore prescribed shall be increased so as to preserve the equable differential.

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32. The United States Department of Labor's instructions and list of permanent codes containing provisions for the issuance of certificates to sub-standard workers may be obtained from the New York State Department of Labor, 80 Center Street, New York City.

4. Females performing substantially the same work as male employees shall receive the same rates of pay as male employees."[33]

In every code so far adopted there is a similar provision specifying the man-hour rate. It is therefore possible for any sheltered shop to know the wage rates paid in the competitive manufacturing field producing the articles which the sheltered shop makes and sells. Using this normal worker's minimum as a basis it is possible to measure the handicap of each worker in a sheltered shop against the minimum earning capacity of workers in normal shops. With such information in hand it is possible to determine accurately how much of a worker's pay is chargeable to wages and how much is chargeable to subsidy, providing it is agreed in the beginning that the subsidy should represent the difference between the productive capacity of the handicapped person and the productive capacity of the normal person on the same operation.

It is only fair that the workers in blind shops should understand how far they are able to compete with the average sighted worker and in how far their pay checks represent the generosity of the contributing public interested in compensating the worker for his handicap.

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33. National Recovery Administration Code of Fair Competition for the Wet Mop Shop Manufacturing Industry approved January 23rd, 1934, published by the United States Government Printing Office, Approved Code 227, Registered 1609-08, page 430.

TABLE NO. VIII

MEN IN SHELTERED SHOPS

No.	Census Number	Age	Handicap	Rating	Dept. & Process	Aver. Wkly Wage	Sub-sidy	Aver. Wkly Pay.
1	22	39	Sees light	P	Broom - Sewing	18.24	-	18.24
2	35	65	Sees light	P	Broom - Floor work	17.52	-	17.52
3	63	65	Sees light	O	Broom - Sorting	8.91	-	8.91
4	83	62	Partial Vision	P	Broom - Sewing	15.93	-	15.93
5	355	68	Sees light	P	Broom - Winding	11.98	-	11.98
6	572	52	Sees light	O	Broom - Sorting	8.39	-	8.39
7	609	40	Total blindness	P	Broom - Sorting	11.08	-	11.08
8	678	36	Total blindness	P	Broom - Winding	19.70	-	19.70
9	699	36	Total blindness	P	Broom - Winding	19.41	-	19.41
10	740	23	Sees light	P	Broom - Winding	13.26	-	13.26
11	858	46	Total blindness deaf mute	P	Broom - Winding	9.35	-	9.35
12	2572	43	Sees light deaf mute	P	Broom - Winding	9.91	-	9.91
13	1017	36	Total blindness	P	Broom - Sewing	17.27	-	17.27
14	1024	55	Total blindness	P	Broom - Winding	15.78	-	15.78
15	1237	59	Partial vision	P	Broom - Winding	11.09	-	11.09
16	1388	21	Total blindness	P	Broom - Winding	13.42	-	13.42
17	1437	47	Total blindness	P	Broom - Sorting	5.31	-	5.31 *
18	1502	24	Total blindness	P	Broom - Sorting	14.73	-	14.73
19	1623	53	Total blindness	O	Broom - Sorting	5.89	-	5.89
20	1664	56	Total blindness	O	Broom - Sorting	8.08	-	8.08
21	789	32	Total blindness	P	Broom - Winding	8.98	-	8.98 *
22	1836	64	Total blindness	P	Broom - Sorting	9.31	Main.	4.26
23	1851	20	Total blindness	P	Broom - Winding	18.29	-	18.29 *
24	2025	44	Total blindness	O	Broom - Winding	9.55	-	9.55 *
25	2157	50	Partial vision	O	Broom - Finishing	10.18	-	10.18
26	2198	23	Partial vision	P	Broom - Winding	7.41	-	7.41
27	2208	49	Total blindness	O	Broom - Winding	4.46	-	4.46
28	2217	54	Total blindness	P	Broom - Sorting	13.15	Main.	6.23
29	2468	44	Partial vision	P	Broom - Finishing	17.94	-	17.94
30	252	67	Total blindness	P	Chair - Caning	9.67	-	9.67
31	348	62	Sees light	O	Chair - Caning	6.64	-	6.64
32	914	34	Partial vision deaf mute	P	Chair - Caning	12.55	-	12.55
33	961	40	Total blindness deaf mute	O	Chair - Caning	4.73	-	4.73
34	1050	66	Total blindness	P	Chair - Caning	6.37	-	6.37
35	1202	36	Sees light-deaf	P	Chair - Caning	14.99	-	14.99
36	1273	36	Sees light deaf mute	P	Chair - Caning	8.38	-	8.38 *
37	1443	23	Sees light	P	Chair - Caning	7.96	-	7.96
38	2293	77	Total blindness	O	Chair - Caning	9.50	Main.	1.50
39	44	39	Sees light	O	Mop - Sorting	9.23	Main.	2.84
40	122	72	Total blindness	O	Mop - Sorting	8.99	Main.	1.23
41	143	51	Sees light	O	Mop - Sorting	9.06	Main.	1.92

* Less than 13 weeks averages.

TABLE VIII (con't) - 2 -

No.	Census Number	Age	Handicap	Rating	Dept. & Process	Aver. Wkly Wage	Sub-sidy	Aver. Wkly Pay	
42	146	62	Total blindness	O	Mop - Sorting	7.52	Main.	1.49	
43	343	60	Total blindness	O	Mop - Sorting	8.94	Main.	1.73	
44	437	57	Partial vision	O	Mop - Trimming	10.39	-	4.29	
45	444	53	Sees light	O	Mop - Sorting	9.13	Main.	2.31	
46	500	45	Sees light	P	Mop - Toy making	6.10	-	6.10	
47	664	29	Total blindness	P	Mop - Sorting	11.75	-	11.75	
48	694	44	Sees light	P	Mop - Sorting	10.05	-	10.05	*
49	698	60	Sees light	O	Mop - Tieing	4.87	-	4.87	
50	809	49	Total blindness	O	Mop - Sorting	9.33	Main.	2.89	
51	943	46	Sees light	O	Mop - Sorting	9.28	Main.	3.12	
52	1000	48	Sees light-deaf	O	Mop - Sorting	9.22	Main.	3.23	
53	1045	68	Total blindness	O	Mop - Sorting	9.04	Main.	1.78	
54	1081	78	Total blindness	O	Mop - Sorting	8.96	Main.	1.69	
55	1116	67	Partial vision	O	Mop - Sorting	9.00	Main.	1.68	
56	1137	49	Total blindness	O	Mop - Sorting	3.78	-	3.78	*
57	1241	60	Total blindness	O	Mop - Sorting	9.09	Main.	1.98	
58	**	31	Partial blindness	P	Mop - Sowing	12.15	-	12.15	
59	**	34	Sees light-deaf mute	O	Mop - Sorting	4.62	-	4.62	
60	1287	46	Total blindness-deaf mute	P	Mop - Finishing	14.61	-	14.61	
61	1289	71	Total blindness	O	Mop - Sorting	8.69	Main.	2.42	
62	1392	63	Total blindness	O	Mop - Weighing	8.35	-	8.35	
63	1559	65	Sees objects	O	Mop - Sorting	7.26	-	7.26	
64	1811	63	Total blindness	O	Mop - Sorting	5.63	-	5.63	*
65	1825	48	Total blindness	O	Mop - Sorting	9.13	Main.	2.26	
66	1901	31	Partial vision	P	Mop - Toy maker	6.86	-	6.86	
67	1903	63	Total blindness	O	Mop - Sorting	9.09	Main.	1.97	
68	1914	40	Sees light	O	Mop - Heading-Combing	7.92	-	7.92	
69	2008	37	Sees light	P	Mop	11.62	-	11.62	
70	**	41	Sees light	O	Mop - Sorting	9.13	Main.	2.20	
71	2118	22	Sees light	O	Mop - Sorting	9.88	Main.	1.48	
72	2251	34	Partial vision deaf mute	O	Mop - Toy maker	5.98	-	5.98	*
73	2424	45	Sees light	P	Mop - Sewing	12.49	-	12.49	
74	2515	24	Partial vision	P	Mop - Toy maker	5.74	-	5.74	
75	2516	49	Total blindness	O	Mop - Sorting	9.26	Main.	3.12	
76	1256	30	Total blindness	O	Brush - Pulling	8.39	-	8.39	
77	2139	41	Partial vision	P	Brush - Borer	12.50	-	12.50	
78	68	49	Total blindness	O	Mop - Sorting	3.26	-	3.26	
79	623	42	Sees shadows	O	Woodwork - Loosening boxes	9.62	-	9.62	
80	1174	23	Partial blindness	P	Woodwork - Box making	5.03	-	5.03	
81	1225	36	Partial blindness	P	Woodwork - Loosening boards	9.04	-	9.04	
82	2312	40	Sees light	P	Woodwork-Box maker	5.12	-	5.12	
83	2307	27	Sees light	O	Woodwork-Box maker	3.45	-	3.45	
84	2484	30	Partial blindness	P	Woodwork-Box maker	4.66	-	4.66	*
85	**	23	Partial blindness	P	Woodwork-Box maker	9.92	-	9.92	
86	1185	52	Sees light	P	Shipping-Helper	11.00	-	11.00	

** Not included in Census because residing outside of Brooklyn.
* Less than 13 weeks averaged.

TABLE VIII (con't.)

No.	Census Number	Age A	Handicap	Rating	Dept. & Process	Aver. Wkly Wage	Sub-sidy	Aver. Wkly Pay.
87	-	53	None	P	Broom - Foreman	36.00	-	36.00
88	-	50	None	P	Broom - Head sorter	28.35	-	28.35
89	-	65	Aged	P	Chair - Foreman	18.00	-	18.00
90	-	58	None	P	Mop - Foreman	36.45	-	36.45
91	2079	34	Sees light	P	Brush - Foreman	30.00	-	30.00
92	-	32	None	P	Silk - Patternmaker	31.77	2.69	34.46
93	302	38	Total blindness	P	Mop-head- Machine sewing	.97	11.83	12.80
94	-	NR	NR	NR	Mop-head- Handyman	1.51	14.72	16.23
95	522	53	Total blindness	O	Mop-head- Machine sewing	.89	14.86	15.75
96	446	70	Total blindness	O	Mop-head- Machine sewing	.80	8.35	9.15
97	-	41	Orthopedic	O	Mop-head- Machine repairing	4.50	11.69	16.19
98	793	47	Total blindness	P	Mop-head- Timekeeper	3.92	7.30	11.22*
99	871	37	Crippled-Part.Vis.	P	Mop-head- Foreman	13.64	9.00	22.64
100	-	43	None	P	Mop-head - Baler	4.41	11.58	15.99
101	-	37	Social	O	Mop-head - Operating Machine	1.35	12.06	13.41
102	-	36	None	P	Mop-head -Operating knife	5.72	10.61	16.33
103	-	42	Defective vision	O	Mop-head -Operating Machine	1.30	14.94	16.24
104	-	33	Mental	P	Mop-head - Cutter	4.61	7.79	12.40*
105	-	33	Convalescence	P	Mop-head - Sewing	1.50	14.72	16.22
106	2194	28	Sees light	O	Mop-head - Sowing	1.83	4.73	6.56*
107	-	20	None	P	Mop-head - Pace-setter	6.26	11.22	17.48
108	2541	62	Blind-Chorea	O	Mop-head - Cutter	.96	13.74	14.70*
109	-	29	None	O	Chairs - Repairing	-	16.01	16.01
110	704	60	Total blindness	P	Chairs - Caning	2.58	17.86	20.44
111	2548	48	Total blindness	P	Chairs - Caning	2.24	11.23	13.46*
112	**	47	Total blindness	P	Tennis - rackets - Restring	3.20	11.57	14.77
113	106	73	Partial blindness	O	Brush - (no occup)	.56	13.16	13.72*
114	1119	42	Total blindness	P	Brush - Drawing	4.12	10.58	14.70*
115	1105	32	Total blindness	P	Brush - Foreman	4.46	12.27	16.73
116	1668	48	Total blindness deaf-mute	P	Brush - Drawing	3.40	10.38	13.78
117	1854	70	Sees light	P	Brush - Boring	.81	11.00	11.81
118	2438	53	Sees light	P	Brush - Drawing	3.92	5.88	9.80*
119	-	50	Deafness-Cardiac	P	Dish mop-Painting	2.74	13.50	16.24
120	-	57	Aged	P	Dish mop-Repairing machine	2.74	13.41	16.15
121	21	41	Total blindness	P	Dish mop - Helper	3.22	5.53	8.75*
122	198	61	Sees light	P	Dish mop - Supervisor	2.74	12.03	14.77
123	461	40	Total blindness	P	Dish mop - Various	2.66	7.15	9.81
124	-	32	Social	O	Dish mop - Various	2.74	13.50	16.24
125	607	29	Total blindness	P	Dish mop - Tioing	2.74	11.96	14.70

** Not included in Census because residing outside of Brooklyn
* Less than 13 weeks averaged

TABLE VIII (con't)

No.	Census Number	Age	Handicap	Rating	Dept. & Process	Aver. Wkly Wage	Sub-sidy	Aver. Wkly Pay
126	666	60	Total blindness	P	Dish mop - Various	3.15	5.91	9.06*
127	618	50	Total blindness	P	Dish mop - Various	4.20	10.38	14.58*
128	884	36	Sees light	P	Dish mop - Various	3.26	4.58	7.84*
129	1139	53	Total blindness	P	Dish mop - Various	3.26	10.46	13.72*
130	1570	51	Sees light	P	Dish mop - Various	.88	14.60	15.48*
131	1589	59	Total blindness	P	Dish mop - Various	3.05	10.78	13.83*
132	**	57	Total blindness	P	Dish mop - Various	2.74	11.04	13.78
133	1875	41	Total blindness	P	Dish mop - Various	3.16	8.36	11.52*
134	1933	35	Total blindness	P	Dish mop - Various	2.74	12.07	14.81
135	1928	51	Total blindness	P	Dish mop - Various	3.26	8.50	11.76*
136	2243	22	Total blindness	P	Dish mop - Various	2.74	6.12	8.86
137	**	27	Sees light	P	Dish mop - Various	2.37	4.30	6.67
138	771	52	Total blindness	P	Dish mop - Various	2.88	9.97	12.85*
139	535	50	Total blindness	P	Experiment-Mop machinery			
140	-	48.	Progressive Arthritis	O	Handicraft-Various	4.41	-	4.41
141	-	20	Chorea	O	Handicraft-Various	1.88	-	1.88*
142	-	64	Orthopedic	P	Handicraft-Various	8.69	-	8.69
143	-	24	Orthopedic	O	Handicraft-Various	6.45	-	6.45
144	-	22	Orthopedic	P	Handicraft-Various	5.19	-	5.19
145	-	19	Orthopedic	P	Handicraft-Various	8.56	-	8.56*
146	-	25	Orthopedic	P	Handicraft-Various	5.48	-	5.48
147	-	20	Orthopedic	P	Mailing - Asst. Supervisor	14.58	-	14.58
148	-	23	Orthopedic	P	Mailing - Typing	4.24	-	4.24*
149	-	22	Orthopedic	P	Mailing - Typing	9.83	-	9.83
150	-	18	Orthopedic	P	Mailing - Various	3.33	-	3.33
151	-	20	Orthopedic	P	Mailing - Varityper	3.60	-	3.60
152	-	20	Orthopedic	P	Mailing - Folding oper.	1.31	-	1.31
153	-	20	Orthopedic	P	Mailing - Photo offset	4.24	-	4.24
154	-	23	Orthopedic	P	Mailing - Pasting wrappers	5.47	-	5.47
155	-	26	Orthopedic	P	Mailing - Pasting wrappers	6.79	-	6.79
156	-	25	Orthopedic	P	Mailing - Various	10.53	-	10.53
157	-	29	Orthopedic	P	Mailing - Various	2.73	-	2.73
158	-	19	Orthopedic	P	Mailing - Various	1.81	-	1.81
159	-	24	Orthopedic	P	Mailing - Pasting wrappers	4.13	-	4.13
160	-	39	Orthopedic	P	Mailing - Supervising	24.70	-	24.70
161	-	26	Orthopedic	P	Mailing - Typing	.77	-	.77
162	-	23	Cardiac	P	Mailing - Various	7.96	-	7.96

**Not included in Census because residing outside of Brooklyn.
*Less than 13 weeks averaged.

TABLE NO. IX

WOMEN IN SHELTERED SHOPS.

No.	Census Number	Age	Handicap	Rating	Dept. & Process	Aver. Wkly Wage	Sub-sidy	Aver. Wkly Pay
1	312	40	Total blindness	P	Sewing - Machine Op.	3.26	2.28	5.54*
2	531	67	Total blindness	O	Sewing - Machine Op.	2.93	1.78	4.71*
3	630	65	Total blindness	P	Sewing - Machine Op.	1.37	3.32	4.69*
4	1183	30	Partial vision	P	Sewing - Machine Op.	2.60	3.16	5.76*
5	1629	43	Sees only light	P	Sewing - Machine Op.	7.08	.24	7.32*
6	1291	48	Total blindness	O	Sewing - Machine Op.	1.99	2.68	4.67*
7	1432	26	Sees only light	P	Sewing - Machine Op.	2.16	2.99	5.15*
8	2065	27	Sees only light	O	Sewing - Machine Op.	1.74	3.21	4.95*
9	2486	57	Total blindness	O	Sewing - Machine Op.	1.19	3.22	4.41*
10	1384	27	Sees only light	P	Sewing - Machine Op.	2.90	1.48	4.38*
11	1663	20	Total blindness	P	Sewing - Machine Op.	.67	4.14	4.81*
12	372	23	Total blindness	P	Sewing - Machine Op.	2.94	2.36	5.30*
13	2562	18	Sees only light	P	Sewing - Machine Op.	1.64	2.68	4.32*
14	-	37	None	P	Sewing - Instructor	18.46	-	18.46
15	-	22	Defective eyesight	P	Sewing - Guide	-	3.22	3.22*
16	403	20	Defective eyesight	P	Sewing - Guide	3.39	5.90	5.90*
17	1075	61	Total blindness	P	Weaving - Loom	3.72	.98	4.70*
18	2417	64	Partial vision	P	Weaving - Loom	6.45	.48	6.93*
19	276	40	Total blindness	O	Weaving - Loom	5.59	.53	6.12*
20	2286	40	Total blindness	P	Weaving - Loom	2.66	2.55	5.21*
21	2386	39	Total blindness	P	Weaving - Loom	4.70	1.28	5.98*
22	-	33	None	P	Weaving - Instructor	23.08	-	23.08*
23	111	27	Total blindness	P	Knitting - Machine		5.60	5.60*
24	493	35	Total blindness	O	Beadwork - Stringing	-	5.45	5.45
25	1201	21	Sees only light	O	Beadwork - Stringing	-	5.40	5.40*
26	1873	22	Sees only light	O	Beadwork - Stringing	-	4.49	4.49*
27	423	24	Sees only light	O	Beadwork - Stringing	-	5.90	5.90*
28	1332	26	Total blindness deaf	O	Beadwork - Stringing	-	5.87	5.87*
29	452	18	Sees only light	O	Beadwork - Stringing	-	3.01	3.01*
30	1145	48	Sees only light	P	Beadwork - Stringing	1.00	4.21	5.21*
31	-	20	Orthopedic	O	Handicraft - Various	3.39	-	3.39
32	-	29	Orthopedic	P	Handicraft - Various	6.00	-	6.00
33	-	25	Orthopedic	P	Handicraft - Various	4.02	-	4.02
34	-	31	Orthopedic	P	Handicraft - Various	5.91	-	5.91
35	-	21	Orthopedic	P	Handicraft - Various	5.01	-	5.01
36	-	20	Orthopedic	P	Handicraft - Various	5.28	-	5.28
37	-	22	Orthopedic	P	Handicraft - Various	5.90	-	5.90
38	-	20	Orthopedic	P	Handicraft - Various	4.78	-	4.78
39	-	13	Orthopedic	P	Handicraft - Various	3.21	-	3.21*
40	-	26	Orthopedic	P	Handicraft - Various	3.89	-	3.89*
41	-	24	Orthopedic	P	Handicraft - Various	4.42	-	4.42
42	-	39	None	P	Handicraft - Instructor	32.30	-	32.30
43	-	25	Orthopedic	P	Mailing - Pasting wrappers	4.04	-	4.04
44	-	25	Orthopedic	P	Mailing - Typing	5.27	-	5.27*

* Less than 13 weeks averaged.

TABLE IX (con't)

No.	Census Number	Age	Handicap	Rating	Dept. & Process	Aver. wkly Wage	Sub-sidy	Aver. Wkly Pay
45	-	20	Orthopedic	P	Mailing - Pasting wrappers	4.02	-	4.02*
46	-	24	Orthopedic	P	Mailing - Various	3.39	-	3.39*
47	-	21	Orthopedic	P	Mailing - Typing	6.22	-	6.22*
48	-	29	Orthopedic	P	Mailing - Various	2.47	-	2.47
49	-	21	Orthopedic	P	Mailing - Pasting wrappers	6.14	-	6.14
50	-	21	Orthopedic	P	Mailing - Typing	9.99	-	9.99
51	-	24	Orthopedic	P	Mailing - Mimeograph	14.63	-	14.63
52	-	19	Orthopedic	P	Mailing - Typing	1.89	-	1.89
53	-	43	Orthopedic	P	Mailing - Pasting wrappers	10.00	-	10.00
54	-	22	Orthopedic	P	Mailing - Various	7.66	-	7.66
55	-	24	Orthopedic	P	Mailing - Typing	6.05	-	6.05
56	-	20	Orthopedic	P	Mailing - Pasting wrappers	1.38	-	1.38
57	-	27	Orthopedic	P	Mailing - Sorting	9.75	-	9.75
58	-	23	Orthopedic	P	Mailing - Pasting wrappers	5.09	-	5.09
59	-	22	Orthopedic	P	Mailing - Varityper	11.83	-	11.83
60	-	19	Orthopedic	P	Mailing - Various	1.84	-	1.84
61	-	23	Orthopedic	P	Mailing - Typing	3.66	-	3.66
62	-	26	Orthopedic	P	Mailing - Various	2.16	-	2.16
63	-	20	Orthopedic	P	Mailing - Typing	4.51	-	4.51
64	-	23	Orthopedic	P	Mailing - Pasting wrappers	2.63	-	2.63
65	-	24	Orthopedic	P	Mailing - Pasting wrappers	6.59	-	6.59
66	-	22	Orthopedic	P	Mailing - Various	1.75	-	1.75
67	-	20	Orthopedic	P	Mailing - Various	2.75	-	2.75
68	-	25	Speech defect	P	Mailing - Pasting wrappers	2.88	-	2.88
69	-	34	Deaf	P	Mailing - Multigraph	.59	-	.59
70	-	33	None	P	Silk - Machine	17.91	2.30	20.21
71	-	27	None	P	Silk - Machine	7.20	1.87	9.07*
72	-**	42	Partial vision deaf	O	Silk	1.97	4.92	6.89
73	-	17	None	P	Silk - Errand Girl	10.35	1.38	11.73
74	-	20	Cardiac	P	Silk - Machine sewing	10.66	1.38	12.04
75	-	NR	Mental	O	Silk - Machine	1.99	7.15	9.14*
76	-	19	None	P	Silk - Teaching	16.76	2.13	18.89
77	-	62	None	P	Silk - Teaching	21.73	2.88	24.61
78	-	35	Social	O	Silk - Machine	7.19	2.03	9.22
79	-	36	Tuberculosis susp.	O	Silk - Machine	7.00	1.00	8.00*
80	-	38	None	P	Silk - Buttonholes	17.54	2.30	19.84
81	498	37	Total blindness	P	Cotton - Machine	1.59	5.30	6.89
82	-	47	Mental	O	Cotton - Lace cutter		1.00	1.00
83	1586	51	Partial blindness	P	Cotton - Sewing machine	1.97	4.92	6.89
84	1988	23	Partial blindness	P	Cotton - Sewing machine	1.97	4.92	6.89
85	2229	25	Partial blindness	O	Cotton - Sewing machine	1.97	4.92	6.89
86	2230	22	Partial blindness	P	Cotton - Hand sewing	2.90	3.16	6.06*

* Less than 13 weeks averaged.
**Not included in Census because residing outside of Brooklyn.

Let us see how far our three sheltered shops appear to meet the need for gainful employment, reflected in Table VII page 26, assuming that in no community do the sheltered shops pretend to offer opportunity for employment to all persons of the particular handicap which they are established to serve. The total number of employed census cases in Table VII was 439. Of these, 149 or 33.9% were found in the three shops. Eight additional blind persons working in the shops were not included in the census because residing outside of Brooklyn. Other shop employees, not blind, numbered 91, making a total of 248 in sheltered employment.

Although this study is concerned merely with the handicap of blindness, we found that it would be impossible to estimate the services of the three shops to blind persons without considering their combined operations for other handicaps as well. The actual processes involved in producing certain articles are so closely inter-related that it was impossible to separate the blind worker from his sighted fellow-workers.

We have compiled a coded list of all industrial employees in the sheltered shops of the three agencies if employed for more than three weeks during the three months of May, June and July, 1934. Foremen are included but clerical and managerial positions are omitted on the ground that they are not involved in the manual processes.

The list is divided into two tables, one of 162 males and the other of 86 females, each individual's handicap being designated, his census number given if enumerated in the census, his age, the product to which he is chiefly assigned and the particular process on which he was engaged on the day the shop was visited. The term "Various" has been entered in the process column if the employee did different things at different times, and if he was not observed in the shop on the day it was visited.

The column labelled "Rating" indicates the shop director's opinion of the individual's production capacity. The letter "P" indicates that on the process to which he is assigned he is a productive factor in the shop. The letter "O"

indicates that his present assignment is one where his work is not an asset, but where he may be receiving physical or mental benefit from employment or may be learning a process which in the end will make him productive. About two thirds are productive and one third occupational.

The average weekly wage for each individual represents the portion of his pay check charged by the employing agency to wages, averaged over a period of thirteen pay days. No worker receiving less than four weeks' pay during the three months May, June, July, was entered in the list. Unless otherwise specified, the number of weeks used to compute the arithmetical average is thirteen.

All three agencies employ a form of subsidy which we have tried to represent in a special column as well as averages can do so. The Industrial Home subsidy has been represented by the term "Maintenance", abbreviated "Main." since its use is limited to men living in the Home. All other employees are paid from the wage column only.

The column of "average weekly total" indicates the average amount of cash which the worker received in his or her pay envelope, except for two factors. The AICP alone gives vacation pay while the other two organizations do not. Since this was an item not found in the other two shops, and one peculiar to summer months, inapplicable even in the three months studied to every AICP employee, it seemed wise merely to omit vacation pay from the computed averages. Workers in the Bureau Mailing Service are on call, whether busy or not; most of them actually report to the shop daily to wait for rush orders. For that reason, it seemed fair to average their total pay on the 13 week period even though they were not always paid every week.

The Industrial Home makes to its workers who reside in the Home a nominal charge of $8.00 a week deducted from his week's earnings, if he earns $10.00 a week. Every resident worker, no matter what he earns, contributes a portion of his wages to his maintenance and receives a cash balance in varying amounts .

between 50 cents and $2.00 a week according to the total amount of his weekly earnings.[34] We have attempted to show this method of payment by indicating in the average weekly wage column his wages at piece work rate, and in the average weekly pay column, the average net amount of cash that the men living in the Home receive after deductions are made for maintenance.

TABLE VIII and IX were originally made up in three sections, one for each agency's shop, for purposes of shop study. They have been combined for publication purposes, in order to merge the identity of the individual worker completely in the sheltered shop aggregate.

Blind Men in Sheltered Shops

Let us consider first the shop labor opportunities for men. Out of 162 men in the three shops, 121 were blind and 41 were sighted. Our list from the Industrial Home contained 91 workers, all in the category of blind or partially sighted except three foremen and one assistant foreman. All except three living outside of Brooklyn city limits were included in our census enumeration. Eight of these blind men were also deaf-mute.

Our list from the AICP shops gave us 34 blind men, one also deaf mute, and 14 sighted men workers. Of the blind group, three residing outside of Brooklyn city limits, were not enumerated in the Census. Of the sighted group, five had no handicap. They were engaged respectively in the processes of baling mop heads, operating a mop cotton cutting machine, repairing chairs, cutting lingerie patterns and pace-setting for mop making operations.

Two others of the sighted group were persons of social handicap - that is, they were recommended for placement in the sheltered shop by the Association's Family Welfare Department. One elderly sighted man was given employment at the request of the Masons. One was described as a mental case, one as convalescent, given employment at the request of a hospital; one had defective vision, one was a deaf cardiac and one had an orthopedic handicap.

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34. The scale of cash allowance will be found in Appendix D

The variety of handicaps represented in this group of sighted employees suggests the primary character of the shop as that usually designated by the term "work-relief." The men may well be unemployables who could never even in periods of moderate prosperity earn a living in competitive industry. Employment has been offered them here as a substitute for family relief. It is work relief in a more secure environment than that offered by the Works Division of the Department of Public Welfare.

What articles do the blind men in these shops produce? Those employed at the Industrial Home make brooms, whisk brooms, toy brooms, dry and wet mops, dish mops, floor dusters, floor brushes, broom bags, dry cleaning kits and shallow wooden boxes known as florist flats. Chair caning is done in quantities that employ nine workers at least part of the time.

The men of the AICP shops make mops, dish mops, mop heads and floor brushes, blind and sighted workers both working on certain operations to produce a single article. Chairs are caned by two blind men and tennis rackets are restrung by a third.

What about earnings? The Industrial Home average weekly total ranges from $19.70 down to $3.45 for the men (exclusive of foremen) who live outside the institution, the amount being charged wholly to wages on a piece work basis. If a deficit accrues from operations in a depression period like this summer, the deficit will be met out of the organization's total income, partly from endowment interest, and partly from contributions.

The AICP average weekly payments to all male employees average (exclusive of foremen) from $34.46 a week down to $6.56 a week, the amounts being charged partly to wages and partly to the general relief and service fund of the parent organization. This divided charge applies to non-handicapped as well as to handicapped workers.

The lowest wage recorded for Industrial Home non-residents in these three

months, was to a box maker partially sighted, of occupational rating, who earned an average of $3.45 a week.

On our AICP list the lowest charge to wages is $.56 weekly average, for a partially sighted man of occupational character in the brush department, whose supplementary relief subsidy averages $13.16 weekly, bringing him up to a weekly average of $13.72 total cash received.

Wage rates in both these shops are said to be computed either on piece work or hourly basis as a measure of the actual earning capacity of the individual. Here we have a contrast of $3.45 as against $.56 as the respective charges against earnings of two occupational workers in the two shops, the worker in the Industrial Home being paid only the $3.45 which apparently he earned and the worker at the AICP being paid $.56 which he earned, plus $13.16 of relief subsidy, a total of $13.72, or $10.27 more cash than his fellow-worker whose earnings were not supplemented.

On the other hand, the highest paid blind laborer at the Industrial Home, averaged $19.70 charged to earnings on broom winding, while the highest paid blind laborer in the AICP shop averaged $20.44 for caning chairs, the amount in the latter shop being allocated $2.58 to wages and $17.86 to relief.

We emphasize these points not because they represent opportunity in either shop but simply to point out the inequalities which must be puzzling to the blind workers themselves.

In the Brooklyn Bureau shops, 23 handicapped men and boys are found in the shop list, but since none are blind, the shop cannot be counted as a resource for the employment of blind men. It is not the province of this survey to comment upon other handicaps than blindness, beyond pointing out that with the exception of one case of chorea, one of progressive arthritis, and one cardiac, a total of three, all the other 20 men and boys listed represent the orthopedic type of handicap.

Diagnostic examinations of general health are made on every new applicant

for employment at the Industrial Home by a private physician retained by the institution. Subsequent illnesses are treated by the same physician as they arise. A diagnosis of eye condition is secured on every new blind applicant, generally from the Brooklyn Eye and Ear Hospital, unless the applicant prefers to be examined by some other recognized clinic. Applicants to the AICP are referred to the Brooklyn Eye and Ear Hospital for medical report. No preliminary physical examination is made. Illnesses developing among shop workers are treated at clinics closest to the worker's residence. Preliminary physical examination of male employes is not a requirement for admission to the Brooklyn Bureau shop, but most of the present employes were examined during a special case study made in 1931.

Blind Women in Sheltered Shops

When the Brooklyn Bureau made its special case study of each handicapped worker employed in the sewing, weaving craft and mailing shops, general medical examinations were furnished by the Health Examination Dispensary connected with the Bureau. Eye conditions were checked at the Brooklyn Eye & Ear Hospital and Long Island College Hospital. A psychometric test was made on twenty selected cases by the Bureau's Psychologist, Doctor Minna C. Wilkins. Since her material represents a distinctive addition to the study of sheltered shop work, we have asked her to contribute a summary of her findings to this report.

REPORT OF PSYCHOLOGIST

ON

EXAMINATION OF TWENTY BLIND WOMEN

By Minna C. Wilkins, Ph. D.

In the spring of 1932, the psychologist of the Mental Hygiene Clinic of the Brooklyn Bureau of Charities was asked to examine a group of the Blind women in the Department for the Blind. The psychologist's other clinic duties made it impossible for her to examine more than one blind woman each week, and even this service was frequently interrupted; so that the examining of twenty blind women stretched over almost a year. The social worker in the Department for the Blind hoped that the psychological examinations would be of help in planning work for the women in the work room as well as in making real vocational plans. The results were also to be used in deciding whether the woman should remain in the shop or be placed in an institution or perhaps be aided in making some vocational adjustment in the outside world. Many of the women presented behavior problems, and it was felt that the psychologist might be able to throw some light on the cause of these difficulties and might give suggestions for future handling and retraining.

PROCEDURE

Twenty women were given intelligence tests and some tests for manual dexterity. The Hayes adaptation of the Stanford Binet scale was used in most cases. This is a special arrangement of the Binet test to suit the needs of the blind. The tests of the Binet scale which require vision are replaced by other tests more suitable. Many of the performance tests of the Binet scale are necessarily omitted and language tests substituted. This makes the Hayes scale lean rather heavily on language. The person with a special talent for language would then be rated somewhat too high by this scale. The examiner felt that this was the case with several of the blind women examined by her. Since they were debarred from so many activities, they seemed to have paid special attention to language and so appeared slightly more intelligent than they were. In addition to giving the series of tests, the psychologist devoted some time to an interview in which she sought to bring out special interests and to discover personality traits.

GENERAL RESULTS

1. The intelligence ratings very widely, ranging from mental defective to intelligence superior to the average. It is obvious that this group were not at all homogeneous in regard to their general mental ability. The results when tabulated appear as follows:

Mental defectives - morons	2
Mental defectives - borderline	3
Dull normal	4
Low average	4
High average	3
Superior	4

Fifteen out of the twenty were shown to belong in the normal group in intelligence, two being definitely defective mentally and three being in the borderline group.

The four women rated as of superior intelligence were especially interesting. In the case of one woman, the rating came as a surprise both to the social worker and the psychologist as her timidity had caused her to under-ostimate her own abilities and had blocked the use of her intelligence.

2. The tests brought to light many special abilities and disabilities. Some of the women were unusually apt at figures and were especially interested in the arithmetic problems. Others had quite extraordinary vocabularies and showed real ability in describing incidents and giving them a humorous or dramatic significance. Several who had sufficient intelligence to be trained for real jobs were so twisted in their personalities that the examiner felt they would not be able to fit into any working group.

3. On the side of personality and emotional life, the widest variations were shown. The psychologist had often heard it said that though deaf people were usually suspicious and unhappy, the blind were always happy and peaceful with no emotional difficulties. Examination of the first three or four of the blind women showed the psychologist the complete falsity of this notion. Serious nervous and emotional maladjustments were found in a large percentage of the women examined, and only three or four out of the twenty could be considered fairly well adjusted emotionally. Extreme timidity and sensitiveness to criticism were very common. Defensiveness showing itself in excuses and alibis appeared in many cases. The psychologist found that in examining the blind the most delicate consideration had to be shown in order to get reliable results from the tests. In order to overcome the great barrier of fear and self-depreciation, real cordiality, sympathy, and appreciation had to be shown. Many serious personality problems were found, violent temper, suspiciousness, withdrawal from social contacts, extreme selfishness, and many others. Some of these difficulties seemed to the psychologist too deep-seated to be reached by treatment through a social worker, but there were many warped personalities which seemed capable of changing if active help were given by the social worker.

4. One emotional trait was strongly marked in a large number of the women examined. This was the love of gaiety and pleasure for pleasure's sake. The psychologist having a leaning in this direction herself, was sympathetic in this regard and perhaps brought out this side of the personality somewhat more than others might. However, the psychologist is convinced that this trait is far more in evidence in this group of blind women than it would be in a group of sighted taken at random. Many of these women seemed passionately fond of parties, music, and dancing. Dancing every night seemed to be the ideal of bliss for several, and many enjoyed to an extraordinary degree taking part in the play given by the blind. Many of the women seemed well able to contribute to the gaiety of social life and showed a keen sense of humor and a well developed social sense. Several were very entertaining when they had overcome their diffidence. It seemed to the psychologist that this desire for gaiety could be used to great advantage, in dealing with the blind, both while they were at work and in their leisure time.

5. Serious physical defects were present in many cases, making it impossible to give real vocational advice. The psychologist felt that an accurate account of physical defects with possibilities of treatment and cure would be necessary before suggestions could be made for employment.

6. The women examined varied as widely in their vocational capabilities as in their intelligence. A few were found practically incapable of doing any worthwhile work owing either to physical defects or low mentality. Some seemed capable

of producing under the close supervision and protected conditions of the sheltered workroom and others were so intelligent and capable that the psychologist was encouraged to believe that with proper training they could compete with the sighted in the business or industrial world. The business depression, however, made actual placement in most cases impossible. Several of the women had been employed in factories before the depression but found such work impossible to obtain during the depression. Several were found to be capable of doing far more skilled work than they were then doing in the workroom.

SUMMARY

The examiner was able in many cases to make definite recommendations (1) leading to modification of bad personality defects, and development of good traits; (2) in regard to type of work suited to the subject and in regard to training for that work; and (3) in regard to the handling of each personality.

SKETCHES OF CERTAIN BLIND WOMEN EXAMINED

CASE NO. 312. A woman of thirty-eight years. She had become blind at the age of twenty-seven. She had done factory work and had worked herself into a supervisory position. After she became blind, she was much upset emotionally, refused to go out, and disturbed her whole family by lamenting her condition. She was finally persuaded to go to Headquarters' Vacation House and then entered the workroom and was employed doing machine sewing. She has never learned to read well by the Braille system and claimed that it was far too difficult for her.

The examination disclosed that she was a woman of low average intelligence. She was not at all intellectual and before she lost her sight enjoyed reading simple stories and at this time she liked to have such stories read aloud to her. She showed extreme timidity and was very slow in working with any new material. However, after encouragement she was able to do the same sort of thing very quickly. She was shown to be much hampered by her timidity and sensitiveness. She set up very high standards for herself and when she failed to reach her ideal retired completely from a situation and made no more effort. This happened in regard to her learning to read Braille. She felt herself very stupid because she did not learn to read Braille in a few weeks and could not read it as fast as she had been accustomed to do ordinary reading when she had her vision. She chose difficult books to read such as The Man for the Ages, and when she found that she could read it only slowly she refused to try any more. The examiner explained her attitude to her, and she seemed able to grasp what the examiner said. The examiner suggested that she read simple fairy tales and children's books in Braille until she got some speed. She was reminded that it probably took her several years to learn to read when she had her sight, and that the blind people whose speed in reading Braille had impressed her had probably taken a long time to gain that proficiency. The examiner felt that it was important for her to learn to read Braille because it would increase her confidence in herself. She impressed examiner as good material and able to do fairly difficult work. However, since she was so timid, great care would have to be taken to prevent her undertaking any sort of work that would be too difficult for her.

CASE NO. 423 was a very pretty girl of twenty-two. The wandering of her eyes being the only blot on her appearance. She was a high school graduate. Her

sight had been completely lost since eight years of age. In the workroom she showed very strong likes and dislikes and frequently showed flashes of malice in her behavior toward other workers. She was weaving plan rag rugs for two years and was dissatisfied with the work.

The examination revealed that she had intelligence above average and that she had especially good language facility. She was able to do quick and accurate reasoning and was able to express herself well. On the emotional side, she was badly maladjusted. She had become very childish and self-centered. She allowed everyone around her to work for her, but she did nothing in return. She did not like housework and so did not help at all at home. Her cardiac sister did the housework while her mother worked outside the home. She seemed to feel that it was quite natural that she should be supported by her young brothers and showed not the slightest desire to do anything in return. Though she had had violin lessons and played fairly well, she would not play even to entertain her family and if anyone entered the room while she was playing, she at once stopped. She frequently received letters from her former teachers and school mates at Wadleigh High School but never answered any of them. Though she could read Braille, she preferred to be read to. She was so taken up with considering her own difficulties that she had no energy left for considering other people's feelings; in fact, her own misfortune made her feel spiteful to all others. She gave the impression of being angry with herself and everyone else. In spite of this, there seemed to be much sweetness in her composition and one sensed that she hated herself as well as others.

The examiner felt that a great deal of help could be given her in helping her to become more mature and to feel that she would gain affection from everyone if she would do her part and make it possible for others to be fond of her. Concrete suggestions were made to her in regard to what she might do, and it was suggested, that each week she might do one more thing for other people. For instance, the first week she might help her sister with the housework; the second week she might write a letter to a former schoolmate, in addition to helping her sister. She responded remarkably well and under the guidance of the social worker showed a very marked improvement in behavior. The examiner felt that she might well receive training for a typist's position, though before placement she would have to be better adjusted socially. She was certainly capable of doing much more skilled work than plain weaving.

Is A Shop for Women Necessary?

The question has been frequently raised by Frances Perkins, Secretary of Labor, as to whether women employed in the decade just closed can hope to re-enter industry in the next decade. This suggests the questions raised by Evelyn C. McKay in her article "Factors to be considered in Establishing a Workshop for the Blind."[35]

"How much would the probable annual deficit be per worker? What relation does this bear to the workers probable wages? Would it be more economical to pay out this money in direct relief to the blind?"

In a city the size of Brooklyn, with endowments for the blind well known to the contributing public, it seems that there is a place for shop employment for blind women.

Present shop opportunities, however, seem to be limited. In the age group of 21 to 54 years, 417 women are enumerated in Census Table II. Of that number only five were found employed in the AICP shop, although one additional girl of partial vision formerly in Manhattan had come into the shop after the census was closed. Twenty-seven were in the shop of the Brooklyn Bureau, making a total of 33 in both shops. To put it in another way, out of 86 women employed in the shops, only 33 are blind. The other 53 are sighted.

The six blind and partially sighted women now employed at the AICP are part of a sheltered shop established in April, 1934, now numbering 17 women. It may be characterized as a successor to the Emergency Work Bureau Workroom for women opened in the main building of the AICP in 1931. Its present development is under the direction of an able designer of twenty years experience in the underwear grade. The shop has set up one unit of fifteen machine operators and is about to set up four more units of fifteen machines each. The chief product of the new shop is silk lingerie adapted to both a wholesale and retail market.

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35. Outlook for the Blind Vol. XXVII February 1933, page 27.

In order to prepare samples and experiment with the adaptation of the processes to a sheltered shop group, six women with no handicap have been engaged. One additional worker is listed as a social handicap - that is, referred for work by the Family Welfare Department. Another is a cardiac, another is a tuberculosis suspect, two others are described as having a mental condition, making a total of eleven handicapped persons, six of whom represent the handicap of blindness.

The chief product of the shop, silk underwear, seems to offer little present opportunity for utilizing the ability of the blind worker since only one of its processes, the stitching of the shoulder strap, is now being handled by a blind operator. Other blind women in the shop work on cotton garments for the Family Welfare Department and on machine hemming of dish towels. Two partially sighted girls were apparently utilizing whatever vision they may have retained in an effort to learn hand-hemming and buttonhole applique embroidery on cotton material.

In the Brooklyn Bureau shops 66 women and girls are employed in the sewing room, craft room and in the Bureau Mailing Service. Of the total twenty-seven are blind or partially sighted. One has defective vision, one has a speech defect, one is deaf and the remaining 36 represent orthopedic handicaps.

In this shop a large variety of products has been developed intended for retail sale. A few products are made for a wholesale order. During the last fiscal year ending April 30, 1934, the following articles were made:

Smocks
Sun Suits
Towels
Beach bags
Hand bags
Neck scarfs
Vests
Wooden Toys
Linen Towels
Luncheon Sets
Rugs
Shoe Bags
Beach Pillows
Place-Card Holders
Trays
Aprons
Doll's Bedding
Closet Sets
Knitting Bags
Table Scarfs
Ascots
Doll Cradles and Beds
Stuffed Dolls, Dogs,
Pigs and Rabbits
Cocktail Napkins
Bath Mats
Sponge Bags
Draperies
Berets
Applique Sets
Garden and Flower Baskets.

The blind women work on processes involving machine stitching, weaving, beadwork, the operation of a knitting machine and assembly work on electrical parts. Women with other handicaps do basketry, embroidery, toy-making and finishing work on garments.

The letter shop, a separate unit furnishing employment for other handicapped women who are not blind turns out the following assortment of letter shop services:

Setting up mailing lists

Addressing by typewriter or by hand

Filling-in

Multigraphing, Pica and Elite Type

Composition

Running

Signature

Mailing - 23 separate operations

Mimeographing, Pice and Elite Type

Stencil Cutting

Running

Although this letter shop began as an enterprise for blind women in 1927, no blind women were employed there for as much as four weeks during the three month summer period covered by our shop labor study.

The average weekly earnings of blind women in both Brooklyn Bureau and the AICP shops are a combination of wage and subsidy based upon the theory that every blind woman who works should have at least a minimum wage. The Brooklyn Bureau sets its minimum at $6.00 a week, the AICP at $7.00. Payments of less than these amounts indicate absences. The average payment for 13 weeks shows the highest earnings of a blind woman in the AICP shop to be $6.89, $1.97 of which is charged to wages and $4.92 to general relief. The lowest, is $6.06, charged $2.90 to wages

and $3.16 to the general relief.

In the Brooklyn Bureau, the highest average weekly payment to a blind woman is $7.32, charged $7.08 to wages and 24 cents to subsidy. The lowest is $3.22, charged entirely to subsidy.

It should be noted that in the AICP shop the payments made to all women employees, whether handicapped or not, are, as in the case of payment to men, charged partly to wages and partly to the general fund of the Association. The Brooklyn Bureau pays all of its shop employees except the blind, on a straight piece work basis without subsidy.

All Brooklyn Bureau employees are privileged to eat lunch in the Home Economics lunch room on the top floor of their building. Here a complete lunch is served for 15 cents, or any single item may be purchased for five cents. Workshop employees are welcome to bring their lunches from home and eat them here at tables without purchasing any supplementary food from the lunch counter.

There are many advantages in combining the work of blind and sighted workers, provided it can be agreed that processes suitable to the blind are reserved for them, and provided that the goal of efficiency does not result in the elimination of the blind from their proportionate share of shop placement. It must never be forgotten that sales orders that give employment to blind persons must call for a product that the blind can make.

A recent study made in England by the Association of Workshops for the Blind, covering thirty-one shops, rated each under three factors according to the ratio of the number of blind workers to number of sighted aids. The three factors considered were:

a. Average earnings when fully employed
b. Average output per head of each blind worker
c. Gross profit or loss

The production of baskets, brushes, mats, machine knitted articles and bedding were separately analyzed. Considering the rating for brushes alone-the

only comparable article found in our Brooklyn shops, the highest combined rating on all three factors fell to the lot of the shop which employed one sighted worker to 3.6 blind. The lowest rating went to the shop employing one sighted person to 18.7 blind. Similar results were reported on the other products, indicating that the shop in which the worker earned the highest wages and turned out the largest output is one in which there is about one sighted worker to four blind workers.[36]

The comment of an observer from the field of competitive industry was highly desirable as a part of this study, if any steps were to be taken toward coordinating the three sheltered shops. Mr. A. S. Allison, has graciously given his time and experience in visiting the three shops and preparing the report which follows.

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36. Report on Sighted Labor in Workshops for the Blind, made by Association of Workshops for the Blind at the request of the National Institute for the Blind, London, June 1934; page 6 Appendix I.

REPORT ON SHELTERED SHOPS

A. F. Allison,
Secretary, International Garment
Manufacturer's Association.

After personal visits to each of the three institutions participating in the present survey, followed by examination of their financial statements and other data in regard to shop procedure, products, manufacturing and selling costs, subsistence subsidies, and general background, it appears to a neutral observer that:-

(1) The present lack of coordination between the three Brooklyn agencies in their industrial service to the blind is a positive handicap and threatens further to retard the development of a constructive program;

(2) With the Brooklyn census of the blind showing a total of only 2565 blind men, women and children in the Borough, and of this number only 439 being gainfully employed, including 154 profitably employed or engaged in some form of occupational work in the three institutions, the problem is well within the scope of reasonable analysis and planning;

(3) Assuming an equal willingness on the part of all three agencies to consider first the welfare of the blind community, prompt and serious consideration should be given to the practical desirability of concentrating the industrial work for the blind of both sexes in one building, and of the three surveyed the one recommended to house this consolidated service is the Brooklyn Industrial Home for the Blind.

In developing a thoroughly coordinated program of training and industrial opportunities for the blind community of Brooklyn, a rational approach to the problem involves recognition of the fact that occupational therapy and productive labor cannot be economically combined in the same work shop. Thus, if or when the industrial work is centralized in one of the three institutions, other arrangements should be made for the care of those persons unable to acquire or maintain a fair degree of productive ability.

Thus, the present proposal must be based upon the assumption that all three agencies will continue their active participation, financially and otherwise, in a consolidated program that will mark the development of a "new deal" for more practical and valuable service to the blind.

From the marketing stand point, and this is by far the most difficult and costly factor in any institutional industrial program, concentrating the competent wage-earning workers in one good-sized shop instead of having them scattered among three shops, should result in production economies helpful to sales volume.

There will be, of course, a great many important details to be worked out in following through a general recommendation, and especially one involving structural changes in the service programs of three separate and independent institutions. But, in any event, the first question must be as to the attitude of those responsible for the general policy of each agency. Unless there can be a real meeting of minds, a real willingness to join hands with others in whatever measures will best serve the interests of the blind community of Brooklyn, there is no point or purpose to further discussion.

TABLE NO. X

AGE DISTRIBUTION OF BLIND & PARTIALLY SIGHTED CENSUS CASES, 1934

COMPARED WITH

AGE DISTRIBUTION OF BROOKLYN BOROUGH POPULATION, 1930 FEDERAL CENSUS

BROOKLYN HEALTH CENTER DISTRICTS	a. TOTAL POPULA.	b. NO. BLIND OR PART.	c. UNDER 5	d. 5-14	e. 15-24	f. 25-34	g. 35-44	h. 45-64	i. 65 & OVER	j. AGE UNKNOWN
1 Wmsburg-Greenpt	251,152	324	2	28	38	22	41	101	90	2
2 Fort Greene	217,004	240	4	10	18	16	28	88	74	2
3 Red Hook-Gowanus	185,474	275	3	12	15	21	29	87	55	3
4 Sunset Park	224,997	196	6	12	12	18	28	58	60	2
5 Bay Ridge	290,080	204	2	5	16	23	33	62	60	3
6 Bushwick	240,909	323	3	15	18	34	38	114	99	2
7 Bedford	284,371	330	1	15	20	21	35	117	121	0
8 Flatbush	356,096	215	2	17	12	19	29	67	68	1
9 Lower Flatbush	212,196	166	0	10	8	18	16	61	51	2
10 Brownsville	298,122	336	0	12	23	23	42	135	99	2
11 Blind Totals by Age			23	136	180	215	319	890	777	19
12 Borough Totals	2.560,401	2,559*	213,817	463,097	503,971	470,495	387,428	424,186	95,117	2,290

* Six additional census cases located just outside the borough limits were eliminated in districting the house numbers according to the Brooklyn House Numbers in Health Areas, Section 3, Study 10 of the Research Bureau of the Welfare Council, New York City, 1932.

V PREVENTION

In considering the adult blind, who so far outnumber the young blind in this Brooklyn census, one is bound to ask oneself whether some of the blindness now evident in middle life and beyond could not have been prevented by an aggressive program of prevention inaugurated and carried along for the last 20 years.

Table No. X utilizes the general population age distribution of the 1930 Federal Census of Brooklyn, as published by the New York City Department of Health, to estimate the proportion of blind persons of various ages in the several health districts of Brooklyn.[37] It may be seen at a glance, by comparing the vertical columns a and b that more than one per thousand reside in the health districts of Williamsburg-Greenpoint, Red Hook-Gowanus, Bushwick, Bedford and Brownsville, while Ft. Greene is about average, and Sunset Park, Bay Ridge, Flatbush and Lower Flatbush all show less than one per thousand. We have indicated this distribution of cases on the frontispiece map.

Comparison of the age groups is shown on horizontal lines nos. 11 and 12. In all the age groups up to 44 years of age the proportion of blind and partially sighted is markedly less than one per thousand. In the pre-school group it is scarcely more than one in ten thousand. After 45, the proportions mount to such an extent that they offset the low numbers in the earlier years, thus establishing the ratio of one per thousand between 2559 and the total 1930 population of 2,560,401.

These proportions of blind to sighted in the several age groups, as found in our census of 1934, present some interesting similarities and contrasts to the 1930 Federal Census of the blind.[38]

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37. Department of Health, City of New York, Committee on Neighborhood Health Development: Health Center Districts, New York City, Handbook compiled by Marguerite Prudence Potter, Statistician, Third Edition 1934, pp. 8-9.

38. Fifteeneth Census of the United States; 1930; The Blind and Deaf-Mutes in the United States, 1930. United States Department of Commerce Bureau of the Census, Washington, D. C., pp 10, 12.

Considering first the Brooklyn figures in the Federal Census, we note that the total number of blind found by the Federal enumerators in that borough was 559, or slightly more than one fifth of our 1934 registration. Some of this discrepancy in the total is apparently due to a differing definition of blindness, but it is generally agreed that Federal Census takers everywhere miss many blind persons.[38a]

TABLE Xa

PER CENT DISTRIBUTION OF AGE GROUPS - BROOKLYN AND UNITED STATES.

Age Classification	Brooklyn 1934		United States 1930	
	Number of Cases	%	Number of Cases	%
Under 5 years	23	.9	504	.8
5 - 14 years	136	5.3	2927	4.6
15 - 24 years	180	7.0	4004	6.3
25 - 44 years	534	20.9	10058	15.8
45 - 64 years	890	34.8	17814	28.1
65 years and over	777	30.4	28113	44.3
Age Unknown	19	.7	69	.1
Total	2559	100.0	63489	100.0

For the United States as a whole, 63,489 blind were enumerated in the 1930 Census. Comparing our figures with the Federal by age classes, we see that our registration uncovered a slightly higher percentage among pre-school, school and early adult groups, and a considerably higher percentage in middle life. We may assume, therefore, that our register included a fairly complete listing of persons who are hopeful subjects for preventive work.

The National Society for the Prevention of Blindness in its questionnaire on prevention resources entitled, "What is your Community doing in the Field of Conservation of Vision and Prevention of Blindness," has suggested a careful examination of local health and school provisions.[38b]

38a Social Work Year Book 1933, Russell Sage Foundation, New York, pp 42,43.
38b National Society for the Prevention of Blindness, 50 West 50th Street, New York.

Brooklyn's borough population has increased on the average since 1920, 52,858 per year.[39] Public Health facilities in Brooklyn are developing slowly but steadily to meet this mounting demand. While our census was being taken, the City Health Department organized its first health district administration unit at 209 South 9th Street, in the Williamsburg-Greenpoint district. So far, only the tuberculosis work is centered at this address, other activities being carried on in the field, but a plan for a health center building at Manger Street and Grand Avenue, awaits the allotment of Public Works Administration funds. When completed it will centralize under the Departments' Health District Administration the present field services of prenatal care, child hygiene, school hygiene, communicable disease control, and health education. Similar health centers are planned for the nine other health districts of Brooklyn.

The Health Department maintains a central office at Willoughby and Fleet Streets, with child health stations located in 27 neighborhoods. Free dental, prenatal, venereal and tuberculosis clinics are conducted at certain hours and days of the week in a number of the stations, which also serve as centers of distribution for State and local health education literature. Two eye clinics for school children are conducted daily by appointment at Public School 28, 1000 Herkimer Street, and at Public School 54, Sanford Street near De Kalb Avenue. Clinic service is limited to refraction by an examining oculist, but infections of the eye are treated, and corrections referred to private specialists or to eye clinics of hospitals.

The prospective mother attending any one of five Brooklyn prenatal clinics is given the usual Wasserman test and urinalyses. She is examined up until three months before the child's birth, when she is transferred to the care of the hospital or nursing association that assumes responsibility for delivery. Midwives are

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39. See footnote 37.

licensed annually by the Department, after their homes and equipment have been carefully inspected. When the baby is a month old, the mother may return for post-partum examination and enroll the baby for periodic health examinations through the pre-school years. All births are reported from the Department Bureau of Vital Statistics to the Bureau of Nursing, so that all new-born infants may be followed up by the nurses of the Child Hygiene division, and prophylactic care of the baby's eyes enforced. An attempt is made to have all defects including those involving vision, corrected by some private physician or clinic, before the child enters school. Such neighborhood facilities for public health, when made easily available, should be a strong ally in early prevention of abnormalities of vision.

Since the Health Department however, may not legally provide treatment except for communicable diseases, the private physician, hospital and clinic must continue to be relied upon for correction of strabismus and of other defects not covered by refraction, and not falling within the category of communicable disease.

Hospitals and clinics, at present very much overworked, have never been adequately staffed for clinic follow-up. The Health Inventory of 1929 made by the New York Welfare Council accredits to the Section on Ophthalmology of the Association of Outpatient Clinics the recommendation that systematic social service follow-up be provided for the following types of eye-disorder:-

Atrophy-optic	Neuritis (retrobulbar)
Conjunctivitis (purulent)	Ophthalmia (sympathetic)
Choroiditis (tubercular)	Papillitis
Corneal ulcers	Papilloedema
Glaucoma	Retinitis (diabetic)
Iritis	Retinitis pigmentosa
Keratitis (interstitial)	Retinitis syphilitic
Keratitis (tubercular)	Sarcoma of the choroid
Keratitis (phlyctenular)	Trachoma

Uveitis

The study points out that only one social worker was found assigned specially to eye clinic work in Brooklyn - that of the Brooklyn Eye and Ear Hospital, where the Commission, in 1924, had placed a demonstration social worker, later

taken over by the hospital itself. This one worker was expected to cover all the work of both hospital and clinic.[40]

A local study made in March 1934 by the Brooklyn Social Planning Committee, shows the Brooklyn Eye and Ear Hospital to have recorded with the United Hospital Fund for the year 1932, 137,144 clinic visits for the Out-patient Department. An even heavier load was estimated for 1933-34. This picture of overcrowded clinic service was confirmed by all who have utilized the clinics in depression years. Obviously, little or no follow-up is possible.

The study credits 22 eye clinics to the total Brooklyn area, but regrets the lack of provision for free glasses, since the Junior Red Cross Fund available to school children is low, and a former fund at the Brooklyn Eye and Ear Hospital no longer exists. "Family Agencies have to fill prescriptions for all clients who have no margin in their income for such expenditures.[41]

The city's educational provisions for blind children and for those of seriously defective vision, make an important contribution to the work of prevention. In Brooklyn at 131 Livingston Street is located the central office of the Board of Education, Division of Blind and Sight Conservation Classes for all five boroughs. Miss Frances E. Moscrip, whose original title Inspector of Classes for the Blind has not been altered with the development of separate sight conservation classes, supervises ninety-seven special classes of which twenty-seven are located in twenty-two Brooklyn grade schools.

These Brooklyn classes enrolled 31 blind pupils and 478 sight conservation pupils, a total of 509, during the Spring term of 1934, the period when our census was being taken. This figure as compared to the corresponding total Brooklyn

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40. A Health Inventory of New York City by Michael M. Davis, and Mary C. Jarrett, Published by the Welfare Council of New York City, 1929, pp. 261-270.

41. Survey of Medical Facilities in Brooklyn by Dr. Katherine Radke for the Brooklyn Social Planning Council, March 1934. Mimeograph report available at Social Planning Council office, 289 Schermerhorn Street, Brooklyn: pp. 5, 11, and Appendix List XII.

school population of 444,540 pupils for the same term shows just over one per thousand assigned to these special classes. Since the criterion of admission is 20/50 visual acuity or worse for the better eye after correction with glasses, these classes obviously include a large number of children who would not fall within the category of blindness adopted for our census.

Prevention work for school children begins with the requirement of an admitting certificate to school, the first time a child is entered in any part of the Brooklyn school system, whether public or parochial. This certificate may be signed by a private physician or by a clinic officer, or it may be issued by a special examination held in City Health Department Centers for groups of children who are eligible to free service on account of parents' insufficient income.

Once the child is admitted to school his health record card becomes a part of his permanent school record. The next step is the daily morning inspection conducted the first five minutes of the day to detect contagion and health defects, as part of every classroom routine. The third step in the school program is the referral of all children with health defects to the school nurse who holds office hours in every school building for part of each day. Contact between the teaching staff and the school physician is maintained through the auspices of the school nurse, the physician visiting the school only by appointment.

The fourth step in the school program is School Health Day, during which for one day of each year, classes are suspended and each child subjected to close scrutiny by his teacher, "to discover defects of eyes, ears, teeth, nasal breathing, and nutrition." Snellen charts are provided for ascertaining degrees of vision, with specific instructions to the teacher as to their use. Results are recorded on each child's health card, the names of those with apparently less than 20/20 visual acuity forwarded to the school principal, who, in turn refers these children to the school eye clinics conducted by the Board of Health for special examination, to determine school work recommendations. Children found by the oculist

to have less than 20/50 visual acuity in the better eye after correction with glasses are eligible for admission to a blind class or to a sight conservation class, depending upon the oculist's recommendations as to which of the two types of education is suitable.[42]

The oculist's recommendations are then forwarded to the central office of the Division of Classes for the Blind. The next step of assigning a child to a special class sometimes encounters opposition of the parent who does not welcome the suggestion that his child is a special school problem. In that case transfer from the regular grade to the sight conservation class is deferred until the school nurse can contact the parent and convince him of the value of special equipment and specialized teaching suited to the child's limited vision.

The child then assigned to a sight conservation class or class for the blind of from fifteen to twenty members is still affialiated with the regular school grade to which his ability is adapted. For his oral recitations he joins the regular school grade group, but for his written work and general instruction he returns to the special classroom where he uses textbooks of large type on tinted paper, writes and prints on rough drawing paper with soft pencils, double size, and at the fifth grade, learns touch typewriting on a bulletin type machine.[43]

The furniture of a sight conservation class consists of twenty Moulthrop adjustable desks and seats, two typewriter tables, two typewriter chairs, a long table with six chairs around it, a cabinet for large scale supplies, and a teacher's desk and chair. The chairs may be moved about for comfort; the usual classroom formalities are omitted; no homework is allowed.

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42. Course of Study and Syllabus in Health Education for Elementary Schools Grade 1A - Grade 8B, 1930. Part I Physiology, Personal and Community Hygiene. Published by the Board of Education, City of New York, 1930, pp. 29-40.

43. Leaflet entitled Sight Conservation Classes in New York City, published by the Association of Teachers of Blind and Conservation Classes, 131 Livingston Street, Brooklyn, N.Y., 1933.

Equipment of classes for the blind differs in that all work is done by Tactile appliances. Reading and writing are taught by Braille. Homework is permitted since there is no eyestrain.

A teacher of special classes must hold a permanent license for teaching grades 1 to 6, which is granted only after three years of general teaching experience. She must have college credits for one hundred and twenty semester hours in pedagogy for blind and sight conservation work, and in physical training, which gives her a special license rating her on a Junior High School teacher's salary scale.

The White House Conference suggested that classes for blind children should provide a health conservation service which would be psychiatric and psychological as well as medical, believing that "a blind child with an inferiority complex or with a feeling of superiority or self-complacence is much more deeply affected and much more perplexing to deal with than a seeing child, because the reasons for his mental attitude are more compelling, and the remedies are less accessible."[44]

The Board of Education, in its Bureau of Child Guidance has provided a consultation service for school children in Manhattan, Bronx and Queens, but as yet has not extended its facilities to Brooklyn. We learn from Miss Mary K. Shope, chief social worker of the Bureau, that Brooklyn children in need of mental hygiene study are referred to the Child Guidance Clinic of the Brooklyn Juvenile Protection Association.

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44. The Handicapped Child, Section IV-B, White House Conference on Child Health and Protection, p. 77.

CLASSIFICATIONS OF BLINDNESS AND PARTIAL VISION

Reviewed by Dr. Robert Merriam Rogers, F.A.C.S.
Tabulation and Analysis by Ruth B. McCoy and Alice O. Booth.

Information indicating blindness and partial vision was first obtained by the investigators in the following manner:

Investigators filled out Census cards showing whether total blindness was apparent or whether an individual had partial vision but could not see to read. On this basis the total number of Census cards submitted was..... 2565

Blind.....	1330	
Partial Vision.....	1235	
		2565

Analysis of medical reports and classification of eye conditions according to diagnosis and cause.

In order to secure more detailed medical information the name of eye physician, hospital or clinic was noted on the card.

Number of Census cards giving some source of medical reference..... 2132

Number of medical reports secured through these sources	2042	
Number for whom medical reports could not be secured.....	90	
		2132

Of 2042 medical blanks the following were removed for reasons stated:

Not Blind.....	208	
Incomplete medical data.....	960	
		1168
Medical blanks classified		874
		2042

Tabulation of medical reports classified under Blind and Partial Vision as follows: 874

BLIND

*Bilateral diagnosis.....	607	Causes given for Blind Bilateral and Multiple Diagnoses.....	270
*Multiple diagnosis.....	85		

PARTIAL VISION

*Bilateral diagnosis.....	162	Causes given for Partial Vision Bilateral and Multiple Diagnoses.....	82
*Multiple diagnosis.....	20		
	874		874

*Bilateral: Diagnosis is the same in each eye.
*Multiple: Diagnosis is separate in each eye.

PERCENTAGE DISTRIBUTION IN AGE GROUPS ACCORDING TO THE FOUR LEADING DIAGNOSES

DIAGNOSIS	CHILDHOOD Birth-14 yrs.	ADOLESCENCE 15-19 yrs.	EARLY ADULT LIFE 20-44 yrs.	MIDDLE AGE 45-64 yrs.	OLD AGE 65 yrs.	NO RECORD
Cataract	21.15	1.94	13.94	33.65	21.63	7.69
Optic Atrophy	23.53	5.23	44.44	18.30	5.23	3.26
Glaucoma	5.66	.00	21.69	49.06	16.99	6.60
Accidents	37.50	12.50	34.37	15.63	.00	.00

CHILDHOOD GROUP, Birth to 14 years.

The 21.15 percent of cataracts in the childhood group represents a total number of forty cases. This group has been subdivided and shows that thirty-two cases of cataract have developed during the first four years of life. This group may then be considered as congenital since it is improbable that cataracts caused by accident would develop in these early years.

Under a subdivision of ages, from five to nine years, eight cases of cataract, shown in Table 8, may be congenital. It is possible, however, that a large proportion of this number may be the result of accident.

Between the ages of ten to fourteen years, the four cases of cataracts may be secondary to an eye inflammation or may also be the result of injury.

Optic atrophy shows a percentage of 23.53 for this childhood group. This would seem to be high. As seen in Table 8, fifteen cases occurred during the first two years of life. These cases may have developed from head injuries at birth, congenital syphilis, hydrocephalus, or congenital optic atrophy.

Between the ages of five to nine years optic atrophy is still found to be high with a total of ten cases. See Table 8. Here the cause of the eye condition may have been diseases peculiar to childhood, inflammation of the eyes or pituitary conditions.

Glaucoma (5.66%) which occurs in this early age group may be of the congenital type which is common.

Although the percentage of accident from birth to fourteen years is high, (37.50%) most of this number occurred between the ages of five to fourteen years. This may be explained by the casualties which result from children's play.

ADOLESCENCE - 15 to 19 years.

In this group optic atrophy leads, followed by cataracts and accidents. Among other causes, optic atrophy may be due to congenital syphilis, acute infections, or inflammations which are secondary to acute infectious diseases occurring at the developmental stage of life.

EARLY ADULT LIFE, 20 to 44 years.

Optic atrophy also predominates in this group. This condition may be the end result of acquired syphilis and acute infectious diseases. War casualties and the poisonous alcohol of prohibition days may also have been contributing factors.

The glaucoma cases rise to 21.69% in this group and may find their cause in the high percentage of accidents.

The relatively high percent of accident cases (34.37%) may be expected to appear at this time since the age span represents the wage earning period when accidents are apt to occur. Veterans who received eye injuries in the World War may be found also in this group.

MIDDLE AGE, 45 to 64 years.

Senile cataracts are seen frequently in this age group. This is accounted for since a general decline of life usually takes place during the years from forty-five to sixty-four. At this time systemic diseases which had become chronic commenced to interfere with nutrition and influenced the development of cataracts.

The decrease in optic atrophy may be due to systemic conditions which frequently result in death before the eye condition becomes manifest.

OLD AGE, 65 years and over.

The notable decrease in cataracts, optic atrophy and glaucoma cases may also be explained by the fact that death frequently occurs before the eye condition has fully developed.

Accidents do not appear in this age group. To account for this decrease it should be noted that the normal wage earning period has passed and also that general activities have become restricted.

ACCIDENTS

Distribution of causes of blindness from accident according to age classifications:-

Age classifications	Birth	Under 2 yrs.	2-4 yrs.	5-9 yrs.	10-14 yrs.	15-19 yrs.	20-24 yrs.	25-44 yrs.	45-64 yrs.	65+
Number of accidents	2	2	5	9	3	5	1	24	7	0

The apparent discrepancy between a total of fifty-eight accidents reported as causes and only thirty-two accidents listed under diagnoses may be explained by reference to Tables 7 and 8. Sympathetic ophthalmia and enucleation, listed in Table 8 of diagnoses may have been the result of accidents and are therefore included in the above tabulation.

The greatest number of accidents reported seem to have occurred in the early adult group, especially between the ages of twenty-five to forty-four years. This fact may show the need for further investigation in order to ascertain if the accidents were caused by industrial hazards, and, if so, point to the institution of measures for greater protection.

There are twenty-one cases of accident in the childhood group (birth to fourteen years) compared with five in the adolescent group and seven in the middle age group. As has been noted, no accidents are reported in the old age group. The large number of cases occurring in childhood may be caused by lack of adequate supervision together with the carelessness of youth.

SYMPATHETIC OPHTHALMIA

Further information on the ten cases of this disease would be of value in separating the true cases of sympathetic ophthalmia from those of a coincident inflammation caused by tuberculosis, syphilis or another systemic infection.

TRACHOMA

In order to evaluate the material obtained on this subject it would be desirable to secure more detailed information with respect to the ages and nationalities of those represented.

OPHTHALMIA NEONATORUM

Three cases of blindness are recorded as the result of ophthalmia neonatorum. Without further investigation it is not possible to state if this figure represents every actual case of ophthalmia neonatorum, since seven leukoma cases, five opacities of the cornea, and three corneal scars shown in the study may have been the result of the birth infection (ophthalmia neonatorum).

List of Tables

Table 1. Bilateral Diagnosis - Blind - refers to cases classified as blind and having the same diagnosis for both eyes.

Table 2. Bilateral Diagnosis - Partial Vision - refers to cases classified as partial vision and having the same diagnosis for both eyes.

Table 3. Bilateral Causes - Blind - refers to cases classified as blind and having the same cause of blindness for both eyes.

Table 4. Bilateral Causes - Partial Vision - refers to cases classified as partial vision and having the same cause of blindness for both eyes.

Table 5. Multiple Diagnosis - Blind - refers to cases classified as blind and having a different diagnosis for each eye.

Table 6. Multiple Diagnosis - Partial Vision - refers to cases classified as partial vision and having a different diagnosis for each eye.

Table 7. Table of Causes of Blindness is a combination of Tables 3 and 4.

Table 8. Correlation between cause of blindness and age of occurrence.

BILATERAL DIAGNOSES

TABLE 1.

BLIND

Cataracts	147
Atrophy of Optic Nerve	127
Glaucoma	75
Accident	28
Phthisis Bulbi	19
Detachment of Retina	18
Choroiditis	12
Enucleation	12
Retinitis Pigmentosa	11
Interstitial Keratitis	10
Myopia	10
Iridocyclitis	7
Retinitis	7
Trachoma	7
Chorioretinitis	6
Hemorrhage of Retina	6
Macula Cornea	6
Corneal Ulcers	5
Staphyloma	5
Atrophic Eyeball	4
Vitreous Opacities	4
Coloboma	3
Corneal Scars	3
Iritis	3
Keratitis	3
Leucoma	3
Microphthalmos	3
Sympathetic Ophthalmia	3
Anophthalmos	2
Conjunctivitis	2
Corneal Opacities	2
Dislocated Lens	2
Glioma	2
Uveitis	2
Enophthalmos	1
Endophthalmitis	1
Abnormality of Iris	1
Amaurosis from drug	1
Angiomatosis retinal	1
Aniridia	1
Annular Synechia	1
Brain Neoplasm	1
Chorio-retinal Degeneration	1
Coloboma of the Iris	1
Corneal Burn	1
Corneal Degeneration	1
Entropion	1
Hemorrhages in Eye	1
Hemmorhage of Optic Nerve	1
Intraocular Hemorrhage	1
Neuro-retinitis	1
Nodular Keratitis	1
Nystagmus	1
Ophthalmia Neonatorum	1
Optic Neuritis	1
Pemphigus of Conjunctiva	1
Perforation of Cornea	1
Plastic Iritis	1
Retinal Changes	1
Retinal Choroidal Degeneration	1
Retinal Scars	1
Retrobulbar Neuritis	1
Retino-Choroiditis	1
Sclerosis Cornea	1
Strabismus	1

Physical

Measles	3
Spinal Meningitis	3
Paralysis	2
Scarlet Fever	2
Alcoholism	1
Arteriosclerosis	1
Diphtheria	1
Smallpox	1
Syphilis	1
Tabes Dorsalis	1
Tuberculosis	1

Total 607

TABLE 2.

BILATERAL DIAGNOSES

PARTIAL VISION

Cataract	42
Atrophy of Optic Nerve	21
Glaucoma	13
Retinitis Pigmentosa	9
Trachoma	9
Interstitial Keratitis	8
Myopia	8
Retinitis	5
Chorio-Retinitis	3
Choroiditis	3
Hyperopia	3
Macula Cornea	3
Vitreous Opacities	3
Accident	2
Albinism	2
Aniridia	2
Corneal Opacities	2
Corneal Scars	2
Keratitis	2
Ophthalmia Neonatorum	2
Conjunctivitis	1
Detached Retina	1
Hemorrhages of Vitreous	1
Iridocyclitis	1
Leucoma	1
Nystagmus	1
Optic Neuritis	1
Phlyctenular Conjunctivitis	1
Pigmentosis	1
Retinal Degenoration	1
Strabismus	1
Sympathetic Ophthalmia	1
Trichiasis	1

Physical

Arteriosclerosis	1
Convulsions	1
Inflammation of brain	1
Paresis	1
Scarlet Fever	1

Total 162

TABLE 3. BILATERAL CAUSES

BLIND

Cause not given	422	Alcoholism	1
Accident	53	Brain Abscess	1
Congenital	53	Brain Neoplasm	1
Senility	44	Diphtheria	1
Social Hygiene Diseases	34	Drug	1
Infection	15	Enophthalmos	1
Diabetes	11	General Physical Condition	1
Arteriosclerosis	10	Hydrocephalus	1
Injuries	7	Infantile Paralysis	1
Brain Tumor	5	Lime Burns	1
Measles	4	Meningeal Tumor	1
Spinal Meningitis	4	Nutrition Deficiency	1
Paralysis	3	Pituitary Tumor	1
Tuberculosis	3	Potts Disease	1
Undetermined	3	Smallpox	1
Rheumatic Fever	2	Toxic Degeneration	1
Scarlet Fever	2	Typhoid Fever	1
		Total	692

TABLE 4. BILATERAL CAUSES

PARTIAL VISION

Cause not given	100	Injury	1
Congenital	22	Intra-cranial Pathology	1
Infection	12	Measles	1
Social Hygiene Diseases	10	Scarlet Fever	1
Accident	9	Spinal Meningitis	1
Diabetes	7	Tabes Dorsalis	1
Senility	7	Tuberculosis	1
Arteriosclerosis	4	Tumor	1
Convulsions	1	Undetermined	1
Inflammation of Brain	1		
		Total	182

TABLE 5. MULTIPLE DIAGNOSES

BLIND

O.D.	O.S.
3 Cataract	Detachment of Retina
3 Cataract	Enucleation
2 Cataract	Accident
1 Cataract	Atrophy of Optic Nerve
1 Cataract	Atrophy of Choroid
1 Cataract	Glaucoma
1 Cataract	Injury
1 Cataract	Phthisis Bulbi
1 Cataract	Pigmentary Degeneration
1 Cataract	Retinal Hemorrhage
1 Cataract	Ulcers on Nerve
1 Cataract	Vascular Changes
6 Enucleated	Cataract
2 Enucleated	Glaucoma
2 Enucleated	Phthisis Bulbi
1 Enucleated	Irido-Choroiditis
1 Enucleated	Leucoma
1 Enucleated	Optic Atrophy
1 Enucleated	Optic Neuritis
3 Glaucoma	Enucleated
2 Glaucoma	Coloboma
1 Glaucoma	Interstitial Keratitis
1 Glaucoma	Leucoma
1 Glaucoma	Retinitis
2 Detached Retina	Choroiditis
1 Detached Retina	Atrophic Nerve Globe
1 Detached Retina	Cataract
1 Detached Retina	Choroidal Atrophy
1 Detached Retina	Phthisis Bulbi
2 Phthisis Bulbi	Corneal Scars
1 Phthisis Bulbi	Degenerative Cyclitis
1 Phthisis Bulbi	Enucleation
1 Phthisis Bulbi	Glaucoma
1 Phthisis Bulbi	Pio Thesis
4 Sympathetic Ophthalmia	Enucleated
2 Corneal Scars	Enucleated
1 Corneal Scars	Divergent Squint
2 Leucoma	Enucleated
1 Leucoma	Cataract
1 Optic Atrophy	Cataract
1 Optic Atrophy	Degenerated Eyeball
1 Optic Atrophy	Enucleated
2 Choroiditis	Cataract
1 Choroiditis	Detached Retina
1 Trachoma	Accident
1 Trachoma	Enucleated
1 Accident	Sympathetic Ophthalmia
1 Amblyopia	Sympathetic Ophthalmia
1 Choroidal Retinitis	Coloboma
1 Coloboma of Iris	Glaucoma

TABLE 5. (con't)

MULTIPLE DIAGNOSES

BLIND

O.D.	O.S.
1 Conical Scar	Cataract
1 Corneal Opacity	Dacryocystitis
1 Degenerated Globe	Detached Retina
1 Endophthalmitis	Enucleated
1 Interstitial Keratitis	Glaucoma
1 Iridocyclitis	Cataract
1 Iritis	Blind - Diagnosis not given
1 Macula Cornea	Glaucoma
1 Opacity of pupillary area	Enucleated
1 Panophthalmitis	Cataract
1 Prothesis	Detached Retina
1 Diagnosis not given	Cataract

Total 85

TABLE 6.

MULTIPLE DIAGNOSES

PARTIAL VISION

1 Cataract	Accident
1 Cataract	Astigmatism
1 Cataract	Enucleated
1 Cataract	Lens Changes
1 Cataract	Myopia
1 Cataract	Partial Pigmentosa
1 Enucleated	Accident
1 Enucleated	Cataract
1 Enucleated	Dacryocystitis
1 Enucleated	Occlusio Pupilla
1 Enucleated	Unable to determine
2 Glaucoma	Cataract
1 High Myopia	Detached Retina
1 High Myopia	Post-staphyloma
1 Detached Retina	Myopia
1 Detached Retina	Glaucoma
1 Coloboma	Cataract
1 Iritis	Enucleated
1 Retinal Choroiditis	Diagnosis not determined

Total 20

TABLE 7. *TABLE OF BILATERAL CAUSES OF BLINDNESS

CAUSE	BLIND	PARTIAL VISION	TOTAL
Congenital	53	22	75
Accident	53	9	62
Senility	44	7	51
Social Hygiene diseases	34	10	44
Infections	15	12	27
Diabetes	11	7	18
Arteriosclerosis	10	4	14
Injuries	7	1	8
Brain Tumor	5		5
Measles	4	1	5
Spinal Meningitis	4	1	5
Tuberculosis	3	1	4
Undetermined	3	1	4
Paralysis	3		3
Scarlet Fever	2	1	3
Rheumatic Fever	2		2
Alcoholism	1		1
Brain Abscess	1		1
Brain Neoplasm	1		1
Convulsions		1	1
Diphtheria	1		1
Drugs	1		1
Enophthalmos	1		1
General physical distrubances	1		1
Hydrocephalus	1		1
Infantile Paralysis	1		1
Inflammation of Brain		1	1
Intra-cranial Pathology		1	1
Lime Burns	1		1
Meningeal Tumor	11		1
Nutrition Deficiency	1		1
Pituitary Tumor	1		1
Potts Disease	1		1
Smallpox	1		1
Tabes Dorsalis		1	1
Toxic Degeneration	1		1
Tumor		1	1
Typhoid Fever	1		1
Cause not given	422	100	522
Total	692	182	874

*Tables 3 and 4 are combined in Table 7.

TABLE 8.

CORRELATION BETWEEN DIAGNOSIS OF BLINDNESS AND AGE OF OCCURRENCE

	Childhood					Adolescence	Early Adult Life		Middle Age	Old Age		
DIAGNOSIS	Birth	2	2-4	5-9	10-14	15-19	20-24	25-44	45-64	65+	No Record	Total
OUTSTANDING DIAGNOSES												
Cataracts	21	7	4	8	4	4	4	25	70	45	16	208
Optic Atrophy	15	3	2	10	6	8	11	57	28	8	5	153
Glaucoma	1	0	1	3	1	0	4	19	52	18	7	106
Accident	1	1	2	6	2	4	1	10	5	0	0	32
LIDS AND LASHES												
Entropion			1									1
Trichiasis								1				1
CONJUNCTIVA												
Conjunctivitis								2	2			4
Pemphigus of Conjunctiva								1				1
Ophthalmia Neonatorum	2		1									3
Trachoma		1	1	2	2	1	3	3	3			16
CORNEA												
Interstitial Keratitis	2		1	2	5	3	2	6	1	1		23
Corneal Ulcers	2							1	3		2	8
Opacities of Cornea			1			1		1		2	1	6
a. Macula	2		1	1			1	2	1		1	9
b. Leucoma	2	1	1	2				1				7
c. Anterior staphyloma	1											1
d. Staphyloma unclassified	1					1		4	1			7
Nodular Keratitis									2			2
Perforation of Cornea								1				1
Tubercular Keratitis									1			1

DIAGNOSIS	Childhood					Adolescence	Early Adult Life		Middle Age	Old Age		
	Birth	2	2-4	5-9	10-14	15-19	20-24	25-44	45-64	65+	No Record	Total
UVEAL TRACT												
Aniridia	2		1									3
Atrophy of Choroid							1					1
Choroiditis	2			1	2			8	2	2	1	18
Coloboma, Congenital			1						1			2
Coloboma								2	3	1		6
Degenerative cyclitis								1				1
Iridocyclitis	1	1					1	2	2		1	8
Plastic Iritis					1			5	1	1		8
Uveitis	4		1	4		2		4	1			16
RETINA												
Retinitis	1		1			1	1	5	6	2		17
Retinal Hemorrhages			1						6			7
Retinal choroiditis	1		1	1	2			3	3	3		14
Retinitis Pigmentosa	6		1		1	2	1	7		1	3	22
Angiomatosis Retinal						1						1
Detachment of Retina	1			2	1			8	9		1	22
Neuro-retinitis							1					1
Glioma	2											2
LENS												
Lens opacities									4	2		6
Dislocated lens			1									1
Congenital dislocated lens			1									1
Aphakia	1											1
VITREOUS												
Vitreous opacities	2			1			1	2	2			8

DIAGNOSIS	Childhood					Adolescence	Early Adult Life		Middle Age	Old Age		
	Birth	2	2-4	5-9	10-14	15-19	20-24	25-44	45-64	65+	No Record	Total
OPTIC NERVE												
Hemorrhages of optic nerve								1				1
Optic neuritis								1			1	2
Retrobulbar neuritis									1			1
GLOBE												
Anophthalmos	1							1	1			3
Enucleation		2	2	1	2	1	1	1	2			12
Microphthalmos	2	1										3
Phthisis Bulbi	2		4	5	2		3	3	9	1		29
Ruptured Globe										1		1
Tubercular eye								1				1
ERRORS OF REFRACTION												
Hyperopia				1				2				3
Myopia	3		2	3	1	1		3	5	1	3	22
MOTOR ANOMALIES												
Nystagmus	2							1				3
Strabismus	1										1	2
INJURIES												
Foreign Bodies								1				1
Injury unclassified			1					2				3
Lime Burns							1					1
DISTURBANCE OF VISION												
Amaurosis								1				1

DIAGNOSIS	Birth	Childhood 2	2-4	5-9	10-14	Adolescence 15-19	Early Adult Life 20-24	25-44	Middle Age 45-64	Old Age 65+	No Record	Total
PHYSICAL CONDITIONS												
Alcoholism								1				1
Arteriosclerosis									1	1		2
Brain Tumor								2				2
Convulsions			1									1
Diabetes										1		1
Diphtheria		1										1
Inflammation of Brain									1			1
Measles		1	1	1								3
Scarlet Fever			1		1			1				3
Smallpox					1							1
Spinal Meningitis			1	2								3
Syphilis (1. Tabes Dorsalis									1			1
Syphilis (2. Paresis								1	1		1	3
Tuberculosis						1						1

VI SOCIAL SERVICE AND RELIEF

All of the three agencies are now maintaining departments for social service. None of them give relief in the usual sense, although all of them subsidize wages in some form or other, and the two agencies operating family welfare departments refer cases of blindness to the family department for relief service.

This procedure of avoiding the giving of direct relief we believe to be a wise practice for agencies dealing exclusively with the blind. Even the lending of money, unless difinitely secured by deductions from future pay checks, should be avoided. In the long run it is much wiser that loans and grants should be made as the result of a complete case study and part of a general plan for casework treatment executed by an agency skilled in social diagnosis.

Cutsforth has suggested that the blind child develops in a world of unreality in which he himself is the center of interest.[45] It is quite generally agreed that the problems confronting a social worker with the blind are primarily those of personality adjustment to conditions of living in an unseen world. For this service the most expert skill is needed. Probably the courses of training offered for psychiatric social work are the best adapted training yet developed. Such a course consists of two years of graduate study in a recognized school of social work following the taking of a degree in an accredited college.

It may be objected that such opportunities are not usually open to graduates of schools for the blind. At the present time, however, there is a blind student in the George Warren Brown School of Social Work in St. Louis completing the graduate course in social work and specializing in eye diseases on a scholarship from one of the foundations.

It is certainly not true that social service for the blind can afford to demand of it workers any lower standards of training and experience than those now

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45. Cutsforth, Thomas D.- The Blind in School and Society published by Appleton and Company, New York, 1933, pages 2-36.

accepted as requirements for admission to the American Association of Social Workers and the American Association of Hospital Social Workers. In several states there are pending bills for certification of social workers requiring that every practicing social worker in those states be certified as qualifying under standards similar to those of the American Association of Social Workers.[46]

Private associations serving the blind should blaze the trail in setting relief standards to be followed in public relief administration. Standard budgets for dependent families long used by private family relief agencies in Brooklyn and other boroughs as a guide for adjusting the scale of relief to the family standards of living, are now in use for the administration of Home Relief and Old Age Relief in the Department of Public Welfare.[47] Such a budgetary standard should be adopted for blind relief in Greater New York as a substitute for the present maximum yearly grant of $300.00 for every blind individual.

In order to ascertain accurately the number of census cases receiving the Brooklyn "blind dole", we asked permission of the City Department of Public Welfare to check our census list of persons over 21 and under 70 against the list of Brooklyn recipients of blind relief. A similar privilege was extended to us by the New York State Division of Old Age Security for checking our census list of persons over 70 to learn how many blind persons in Brooklyn were receiving old age relief.

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46. A Start in Certification, The Compass, Volume XV No. 7, pp. 5, published by the American Association of Social Workers, April, 1934.

47. A budget standard suggested by the New York State Division for Old Age Relief for use of New York City, will be found in Appendix F. State Standards for Home Relief budgeting are set forth in a pamphlet entitled Food Allowances, published by the State of New York Temporary Emergency Relief Administration, August 15th, 1932. For a national discussion on the adequacy of public relief, see Chicago Conference on Relief Standards reprinted from the Social Service Review, Volume VI, No. 4, December, 1932, pp. 605-607.

TABLE XI

COMPARISON OF

BLIND RELIEF AND OLD AGE RELIEF

TO BROOKLYN BLIND OF ELIGIBLE AGES

Classified Monthly Awards	Number of Cases	
	Blind Relief	Old Age Relief
Up to $5.00 a month	0	0
$ 5.01 - $10.00	154	5
$10.01 - $15.00	134	11
$15.01 - $20.00	39	13
$20.01 - $25.00	7	20
$25.01 - $30.00	0	20
$30.01 - $35.00	0	19
$35.01 - $40.00	0	14
Over $40.00	0	1
Total Receiving Grants	334	103
Total Census, Eligible Ages	1771	525
Per Cent Receiving Grants in Comparison to Total Census, Eligible Ages	18.86%	19.62%

Table No. XI shows the number of census cases receiving each type of allowance during the six-month period covered in our census, namely: January 1st through June 30th, 1934. The amount of the monthly award is also shown classified in five dollar units in order to make comparisons between the two types of public welfare grant.

Section 676 of the Charter of the City of New York authorizes the Commissioner of Public Welfare to insert in his annual budget an item of expenditure for the relief of the poor adult blind not to exceed in all two hundred thousand dollars. He must distribute this total amount in sums not to exceed three hundred dollars a year to each person, in semi-annual payments.[48]

In computing the monthly amount from the financial records, we have divided the payment made to the recipient on July 1st, 1934 by six, but it should be made clear that the blind person receives a total six-months period payment shortly after July 1st.

The Director of the Division of Investigations, Miss Eudora Davies, who supervises the staff of investigators for the city's blind relief, explained that since both the total appropriation and the individual grant are limited by charter provision, budgetary considerations are beyond the extent of the division's financial resources. As an alternative her department has devised a scale that allows various amounts for different household arrangements. The following guide is used by the investigators in recommending six-month grants for blind applicants:

Single person living with relatives, paying no board ..	$50.00
Single person living with relatives, paying board	60.00
Single person living alone, entirely dependent	90.00
Man and wife living together entirely dependent	100.00

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48. Charter of the City of New York, Chapter 466, Laws of 1901, with amendments to May 1st, 1930 and Chapter 363 of the Laws 1924. Eagle Library of Publications, Eagle Building, Brooklyn. Volume XLV, Serial No. 297, pp. 135-138.

Man and wife without adequate income:-

With one child at home	$110.00
With two children at home	120.00
With three children at home	130.00
With four children at home	140.00
With five or more dependent children	150.00

The applicant beside being 21 years of age, a citizen, a two year resident of the City, and in need, must secure from a recognized physician or clinic a signed statement giving the degree of visual acuity in each eye and stating whether he is or is not able to perform work which requires the use of his eyes. This statement is accepted as a criterion of eligibility as to blindness.

The old age applicant must prove his age to be 70; requirements as to need, city residence and citizenship are similar, but residence in the State of New York must cover ten years. The total expenses of the city's old age relief work are reimbursed fifty percent semi-annually by the State. The individual grant is determined by case analysis of the individual's budgetary needs. The allowance is made in monthly payments, changing in amount as family circumstances changes.

In the administration of both types of public fund, relatives in direct line are liable for the support of the dependent blind or aged members of their family, insofar as their resources permit. Both grants are made on an individual basis except that the blind man of working age having dependents to support may be awarded the maximum of $300 a year, while provision for dependents may not be included in an old age grant. In both types individuals living in the same household receive two individual grants, but, in the case of the aged, each grant covers only one individual's share of the household total expense. If there are younger members of the household in need they are referred by the Old Age investigator to the Emergency Home Relief Bureau for home relief or work relief.

The differences apparent in Table No. XI as to scales of payment are chiefly

due to the budgetary considerations possible in the old age administration as against the limitations of financial provision in blind relief. It is obvious that more adequate and less standardized amounts are available to the individual receiving old age relief.

The 334 recipients of blind relief between the ages of 21 and 69 are just over eighteen percent of our 1771 census cases in the combined age groups of Table II Page 17. The 103 blind recipients of old age relief represent about the same proportion or just over nineteen percent of the census age group of 525.

Additional individuals would, be found on the Home Relief and Veterans' lists and on the Board of Child Welfare rolls, but the limitations of our study did not permit the identification of our census cases with these much larger Brooklyn lists.

The blind relief apparently tends to concentrate in the $5 to $15 classes while the old age relief to the blind reaches a higher upper level, tending toward a more even spread, and emphasizing amounts between $20 and $35 per month.

The revision of the New York City Charter has recently been studied by a Commission appointed by the Mayor. All agencies interested in the blind should join forces with other bodies interested in Charter revision to see that a rewording of the Charter removes the maximum limit from blind relief. Although a committee from the Association of Workers for the Blind has discussed this matter and has drawn up a re-wording of Section 676 of the Charter, no action has yet been taken to present the desired changes to the Commissioner of Public Welfare or to the Mayor.

VII PLACEMENT SERVICE

The need for expert work in developing a creditable placement service for the handicapped is apparent to everyone. When the State Employment Service absorbed last year the functions of the Employment Center for the Handicapped and the placement work of the Brooklyn Bureau of Charities, placement for other handicaps than blindness was carried forward under public auspices. The Brooklyn office of the State Employment Service at 214 Duffield Street registers applicants with visual acuity between $\frac{20}{70}$ and $\frac{20}{200}$. Men with less than $\frac{20}{200}$ vision are referred from there to the Industrial Home for the Blind, and women of $\frac{20}{200}$ vision are referred to the Brooklyn Bureau Workshop. Placement of completely blind persons seems still to be the responsibility of the private agency.

Employment opportunities in sheltered shops must be considered at their lowest ebb during the present summer, but no opportunities outside the shops themselves for either men or women will ever be opened up unless some agency makes a vigorous and unflagging effort to develop new placement openings. The small proportion of blind persons of working age who can ever be accommodated in sheltered shops makes the need for outside placement all the more urgent.

TABLE NO XII

Classification of 1048 Persons of Working Age Period

21-54 According to Source of Support.

SOURCE OF SUPPORT	MALES	FEMALES	TOTAL	% of TOTAL.
1. Gainfully employed	234	52	286	27.3
a. Supported by earnings	102	25	127	
b. Partially supported by earnings	127	18	145	
c. Support not specified	5	9	14	
2. Not employed	397	365	762	72.7
a. Supported by private income	11	5	16	
b. Supported by relatives	134	165	299	
c. Receiving blind relief only	38	36	74	
d. In institutions	16	11	27	
e. Supported by other relief	103	89	192	
f. Supported by combination of sources	33	24	57	
g. Support not specified	62	35	97	
T o t a l 1 and 2	631	417	1048	100.00

The question of gainful employment and other means of support is one which which seemed worth while considering, not from the standpoint of the entire census group, which obviously would embrace minors and aged persons not usually employed or otherwise self-supporting, but rather from an anlysis of the limited group of the working age period 21-54. This group as shown in Table No. I contained 631 men and 417 women, a total of 1048.

Using this total, a summary of information on employment and self-support was arrived at in Table No. XII. It appears that 27.3% or 286 persons of working age had jobs at the time the Census was taken. Of these, 234 were men and 52 were women. The jobs held provided full support in 127 cases and partial support in 145 cases. Where the remaining income came from in these partially self-supporting cases was not stated.

Those who had no work at the time of the Census inquiry numbered 762 or 72.7% of the total 1048. The largest number of these - 299 - were supported by relatives. The next largest portion, 192, were on outdoor relief rolls - that is, they were receiving support either from the Emergency Home Relief Bureau or from one of the private relief agencies. Seventy-four said they were living entirely on the blind pension, twenty-seven were inmates of institutions. Only sixteen appeared to be living on savings or other private income. Fifty-seven were supported by some combination of sources - perhaps public and private relief, or public relief and relatives. No doubt many of these are eligible for placement.

The Industrial Home Placement Service has been carried out this year on a basis of one and a half days a week, the placement worker devoting the balance of his time to extension work of the organization. It is not surprising, therefore, that most of his placement time is consumed in supervising the operators of stands established under the auspices of the Industrial Home at an earlier period.

The procedure followed in the establishing of a stand is first to check

the number and kind of customers who pass a certain street corner in the course of morning and evening rush hours. If the locality seems favorable to a newspaper or candy trade, permission is obtained from the owner of the adjoining property to erect a stand, and a license from the borough office to operate it, if it encroaches on the city's thoroughfare.

The Industrial Home whether or not it pays for the erection of the stand, tries to select the proper applicant to run it, generally guarantees credit for his first stock of goods with the jobbers who supply them, and stays with him part of every day for the first week to see that the stand is conveniently and attractively set up.

It often happens that experience in a certain locality proves the necessity of altering the stock. For example, a given stand may find its chief demand is for cigarettes, an article in which there is relatively little profit. It then becomes necessary to continue experimenting with various new articles that appeal to the customer in that locality, in order to find something that will make the stand profitable.

It happens also that a man selected to operate a stand may not prove adaptable to the occupation of selling and may have to be replaced by another applicant better fitted for that type of assignment. Insufficient preliminary study of the man's background experience and personality is probably responsible for many unsuccessful placements. It is the familiar cause of unsatisfactory placement service everywhere - the lack of sufficient preliminary analysis of the worker's personality, his assets and liabilities.

VIII HOME TEACHING.

Except at the Industrial Home, very little home teaching has been done during the past year in Brooklyn. There is undoubtedly a place for this service to the home-bound handicapped, many of whom would welcome an opportunity to be occupied part of the day in learning to do something profitable with their hands. In addition to the learning of raised type reading already referred to, there is need for some occupational work for those who cannot hope to return to full-time employment.

Too such stress cannot be laid upon the quality of this service. No program should be initiated without a complete understanding of the blind person's physical endurance and of his eye condition. Insistence that the individual shall not diminish his remaining vision or over expend his mental energy on a new task must be the first requisite. Gradual improvement must be noted if the home teaching effort is to justify itself. If Braille or typing are to be taught, their success depends upon an accurate preliminary understanding of the individual's educational attainments and his place in the family circle. The attitudes of other members of the family toward him must be understood and mobilized as contributing factors for success, if he is to profit by the home teaching given him.

IX RECREATION.

Doctor Wilkins has pointed out in her psychological analysis of 20 cases at the Brooklyn Bureau, that her subjects exhibited a conspicuous love of pleasure.

Recreational resources appear to have been unusually well developed by the Brooklyn agencies in earlier years, tradition now carrying some of them along as indispensable parts of a community program.

The opportunities for summer camp vacations for the blind somewhat disproportionately favor the women. About a dozen men went from the Industrial Home and the AICP to the Rye Vacation House of the Community Guild for Jewish Blind, but no camps are now operated by Brooklyn agencies especially for blind men.

The Brooklyn Bureau Camp

The only camp maintained by any of the three agencies involved in this study was visited during the open summer season. The Brooklyn Bureau of Charities camp at Huntington, Long Island, now serves as a vacation house for blind and crippled women and for school children from the Brooklyn sight-conservation classes. It has an interesting history. The main building, a converted barn, and a personnel house formerly known as the Rose Rambler Tea-House, were planned by a woman artist. Mr. August Hecksher, whose home was formerly in Huntington, bought the property and converted it into a boys' camp. In April, 1930, Mr. Victor Bloede, long interested in the Brooklyn Bureau of Charities and its work for the blind, bought the property and presented it to the Bureau as a facility for enlarging the recreational opportunities for blind women.

The site comprises about three and a half acres, partly a green shaded lawn and partly a wooded hillside fronting on one of the quiet residential streets of Huntington. Neighbors are friendly even to the point of donating a plot for

the camp gardener to cultivate a vegetable garden.

The personnel house, a story and a half in height, is an attractive rambling shingle structure of overhanging eaves and wide screened porches. Equipped with a radio, these porches are greatly enjoyed by the blind visitors. A wooden swing standing on the lawn is always in use, suggesting that more playground equipment such as swings and slides suitable for blind children, would be appreciated.

The main building, one story high, stands behind the personnel house on a grassy slope. It contains two screened dormitories with 18 beds each, a sparsely furnished living-room, an attractive dining-room with small bakelite-top tables, a convenient kitchen, a store-room, a counsellor's bedroom accommodating two persons, and ample toilet washroom, and shower facilities.[49]

The recreation building standing back of the main building on a still higher level, screened on three sides, contains a concrete wading pool in one corner with a small dressing-room and toilet adjoining. The pool is surrounded by wire. The daily splashes have a tendency to dash water on the surrounding floor space, making at least half of the area unavailable for drier recreational pursuits. It might be a helpful bit of home training for the guests who enjoy the pool to take turns mopping up afterwards.

The gift of a fireplace would be a great addition to the equipment of the present recreation hall.

On the day on which we visited the camp, a group of children from the sight-conservation classes of the public schools and five adult blind girls formerly residing at Friendly Lodge, were the camp guests of the week. Two camp counsellors of previous camp experience and experience with blind children were supervising the recreation. A trip had been made the day before to a beach four

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49. Tentative Standards for Vacation Homes and Camps, published by the Children's Welfare Federation. 386 Fourth Avenue, New York, suggests limitation of ten beds to a unit.

miles away where everyone had enjoyed a morning of swimming. It is regrettable that the beach is too inaccessible to be visited more than once a week.

A moving picture show in the village is attended twice a week, walks are taken through Hecksher Park, which is quite near the camp, and on special occasions supper is eaten out of doors and part of the cooking done over an open fire on the camp hillside grounds.

The camp accommodates 44 persons at a time. During the summer of 1933 it was first opened to crippled as well as blind young people. During the summer of 1934, between June 18th and September 8th, the first visitors were a group of adult blind women. Three periods of two weeks each were then taken up by girls from the sight-saving classes of the public schools. The week following August 13th, was given over to blind women and crippled girls, and the last week of the camp season was set aside for boys from the blind and sight-saving classes of the schools.

Other Recreational Activities

In addition to the recreational facilities offered by camp life, certain other recreational efforts are outstanding. The Brooklyn Bureau's Spring Play acted by blind women, is known to all Brooklyn as an annual social event held at the Brooklyn Academy of Music. The employment of a professional coach for the rehearsal period is one of the secrets of its success. One cannot commend too highly the development of amateur dramatics as a medium for self expression, if rehearsals do not encroach upon the regular working hours of shop employees and if professional perfection as an ideal does not result in unwarranted fatigue.

The Bureau's annual Christmas dinner held at the Hotel Bossert for blind women and their escorts, was enjoyed by 169 persons in the 1933 holiday season.

A series of six Monday evening winter concerts for blind and crippled shop employees was conducted at the Bureau Building with the assistance of

visiting C.W.A. artists by Miss Eva LaPierre, Director of the Hospital Music Committee of the State Charities Aid Association. Refreshments and dancing were part of the program.

One must regret the apparent lack of any similar opportunity of self-expression for the young blind men of Brooklyn. Earlier efforts of the Industrial Home and the AICP as to orchestra and chorus, have been abandoned in favor of spectator amusement - moving pictures, concerts and lectures. The Industrial Home holds an annual Christmas Party.

The AICP Ticket Bureau is an example of a well organized plan for the distribution of free theatre admissions to neighborhood moving picture houses. The Association maintains an active list of 280 names. To 140 of those in rotation an envelope is mailed alternate weeks, enclosing two tickets, one for the blind person and one for the guide, good for that week only at the RKO, Paramount and Strand theatres in Brooklyn. The Association writes the recipient's name on the theatre ticket and attaches to each ticket a sticker which reads "This pass is a courtesy extended to the blind only and must not be used by anyone who is not escorting a blind person. Exchange for the Blind, 401 State Street, Brooklyn, New York."

Tickets are secured from the theatres on Friday and are immediately mailed out to be used the following week on any day except Saturday, Sunday or holidays. The Association has found no way of telling whether or not the tickets are actually utilized.

All three organizations provide holiday baskets for families in straightened circumstances.

X BOARDING HOME CARE

Friendly Lodge

The Brooklyn Bureau of Charities after making a case study of all the girls utilizing the Lodge over a period of years, has recently decided not to re-open the building after the summer vacation period during which the girls lived at Camp Huntindon. The Bureau's Committee for the Blind has thought it wise to make individual and less costly arrangements for the housing of the seven girls who were permanent guests of the Lodge.

In 1926 when the Bureau was closing its dormitory for women at 306 Livingston Street, there were four blind women residing there who needed a new home. The Bureau took over from the Junior Haven Association, Inc., a boys' club building at 248 Park Place. A special gift was secured to purchase the building and provide the necessary new equipment to house 15 women.

The purpose of the newly opened Lodge was to provide a residence for employed women who would pay from their earnings $5.00 a week to cover the cost of room and board. The Bureau authorized a committee of women to undertake the management of the house, the Bureau itself retaining responsibility for taxes, insurance and repairs.

In recent years the managing committee has encountered such difficulty in raising sufficient funds to cover the deficit on room and board for the small number of girls who have utilized the home, that the members of the committee at last asked the Bureau to relieve them of the management responsibility.

The Bureau has felt for some time that a family home environment for blind girls is as desirable as for other young people and the need of a boarding home has ceased to be commensurate with the cost of upkeep.

We believe that this resource for employed blind women will not be missed. The theory that handicapped persons should be removed from their home environment

to give them a new start, is one which has been superseded by the theory that the security of one's own home has no substitute and that the next best alternative is a family home affording the individual normal living conditions.

The Industrial Home Residence

The Industrial Home, confronted with a similar problem of housing 23 men in quarters designed for 50, has closed one floor of the dormitory building. Many of its residents, if living outside of the building would be eligible to the city's blind relief or old age relief. The Department of Public Welfare considering the building an "institution" within the meaning of State law and city charter, is prohibited from granting relief to institutional residents.

The Home directors feel that most of the 23 men now there would not be happy in family households, even if such could be found to care for that number of blind men.

It might be that if that section of the building could be diverted to some other use, the Home could, at no greater annual cost, develop a boarding home placement program as a careful experiment under the guidance of an experienced home-finder. Households willing to board handicapped persons are more easily available now than in prosperous times.

The plan has much to commend it from the viewpoint that a resident in a boarding home would qualify for residence eligibility for the city's relief allowance after one year outside a charitable institution. Consideration of the blind men who have lived many years in the Home, would require the greatest care in the selection of a skillful home-finder for such an experiment.

XI THE WEEK FOR THE BLIND

No picture of the three organizations would be complete without a tribute to the Week for the Blind.

Twenty years ago the secretary of the New York State Commission met with the representatives of the three agencies and a group of Brooklyn women representing churches and clubs, to initiate the annual event now familiar to many other cities. In Brooklyn it took the form of a joint sale of blind-made products, differing from the purely educational exhibits conducted under the usual designation of Week for the Blind.

In the course of 20 years hundreds of Brooklyn women have worked enthusiastically to make the annual affair a success. After the first year its promotion remained in the hands of the three large agencies whose representatives form the nucleus of the committee which meets monthly from October to May to plan the May event in the St. George Hotel, which is of four days' duration. Proceeds of the week are divided among the three agencies according to the amounts of sales and contributions designated for each agency.

In recent years the sale of blind-made products has produced less income than have the entertainment events of teas, luncheons, suppers, dancing and cards.

XII OTHER BROOKLYN ORGANIZATIONS FOR THE BLIND

The Blind Industrial Workers

The Blind Industrial Workers Association of New York State, Inc., is a membership organization of cooperative character, owning a four story house at 1072 Bergen Street, which serves as a meeting place and a show-room for display of the home work of members.

The organization had its beginnings in 1922 in a protest group, then doing home work under the direction of the AICP Exchange and Training School, who decided to obtain a workshop of their own. Most of the present male members of the Industrial Workers Association, are regular employees of the AICP shop, although a few of them are employed at the Industrial Home for the Blind.

Memberships are of three kinds: active voting membership restricted to blind persons who pay twenty-five cents initiation fee and ten cents a month dues; associate membership for sighted immediate relatives of blind members, paying the same fee but not eligible to hold office; honorary members who pay $1.00 a year or more, and who may attend meetings but have no voice in the Association.

The Association is incorporated with a board of five officers and four additional directors. Its property and finances are the responsibility of seven trustees. Officers and directors are elected annually but trustees do not change unless there is a vacancy caused by death or disability in their number.

The Association, of about 40 active members, meets annually in January and monthly from October to June. It employs a manager, Mrs. Mary E. Lynch, who is also, for 1934-35, the elected Treasurer. She and her husband, who is sighted, occupy an apartment at the front of the third floor. A caretaker and wife have rooms on the fourth floor in exchange for their services in caring for the building. A stenographer comes in by the day to keep up the Association's subscription list and to look after the orders for work.

The building has been fully paid for and the annual expenses met, by appealing to a list of subscribers contacted in previous years. The active members obtain materials for home work at wholesale rates through the Association, and may sell their services or products through the Association's efforts.

Goods are consigned both to the Commission and to the AICP booth at the Week for the Blind. Occasional sales are held in the building.

The entire ground floor is one large work room for caning work and basketry. If chairs are brought in for repairs, they are left in the shop and a member called upon to come in to do the repairing. He sets his own price, purchasing his materials from the Association, which in turn bills the customer for the finished work, adding necessary cost for delivery.

The second floor provides a small office and a larger meeting room which is furnished with a piano, radio and chairs. The third floor rear is a work room for women, where two looms for rugs are placed and where sewing machine and work table are available for use by the women members in making garments. Few women come to the shop for work at present, on account of the expense of carfare and guide. There were no workers either men or women in the shop at the time of our visit.

The Church Charity Foundation

An example of privately financed institution is the Home for the Blind, conducted by the Church Charity Foundation of Long Island, which was founded in 1851 by a group of interested members of the Episcopal Church. Bishop Ernest M. Stires of the Diocese of Long Island is President of the Foundation Board of Managers. The Home for the Blind, directed by Deaconess Agnes Louise Hodgkiss, occupies a wing of the third story building erected in 1916 as a Home for the Aged, on the grounds of St. John's Hospital at 420 Herkimer Street.

The Home accommodates 17 blind men and women over 60 years of age of Christian affiliation, but at present only 15 women are living there. The

admission fee is $400. accompanied by a transfer of property. Applicants must be able to make their own beds and come to the dining room for meals. The rooms, all single, are large enough to admit some of the occupant's most cherished possessions. The building surrounds a sheltered court of trees and flower beds. Wide porches on each floor open on this garden. Blind and aged use separate dining rooms with a common kitchen. Laundry service is provided by the adjoining hospital plant. A chapel, for daily and Sunday services, opens off a corridor between the Home and the hospital building.

A Woman's Auxiliary Society connected with the Chapel has been formed in the Home for the Aged and Blind to which all women residents may belong. Materials furnished to the Home by the Women's Board of Diocese are made up into garments which are shipped to Mission schools in the southern mountains. This sewing, knitting and crochet work gives the blind residents an interest in doing something helpful for someone else, through the year.

Other Private Organizations

The Dyker Heights Home for Blind Children at 1255-84th Street, and the Brooklyn Home for Blind, Crippled and Defective Children at Port Jefferson, were not visited since at the present time, the former had only six blind children and the latter only three blind children under care.

The Blind Players Club which gives an annual play at the Brooklyn Academy of Music and maintains a residence camp through the year at Suffern, N. Y., has recently closed its Brooklyn headquarters.

XIII CONCLUSIONS AND RECOMMENDATIONS

This study is not the first, or will it be the last, we hope, to be directed toward the improvement of work for the handicapped of Brooklyn. The impressions recorded by a representative of the American Foundation for the Blind in 1931 have been repeated and intensified in our 1934 contact with those who know the Brooklyn situation most intimately. Without exception, all who have tried to explain the undercurrents of feeling have expressed regret at the existing spirit of agency competition, which has become so acute as to produce unquestioned emotional disturbance in the blind themselves. We should like to quote one sentence from a writer who shall remain anonymous: "This lack of harmony existed long before the present personnel of the various organizations came into being. Those engaged in the work at the present time have in a sense inherited traditions, and although attempts have been made by present groups to get together, there has been a decidedly ever widening breach built up between them."

Various patchwork remedies, like the separation of social services to men and women, have been attempted. We do not believe that the transfer of jurisdictions or manufacturing operations from one agency to another can be expected to offer any more lasting solution. The difficulties of dividing a family according to sex lines are obvious. The difficulties of controlling an agency's products by any outside comment are equally obvious.

The Social Service Exchange was designed as a tool to use in allocating case responsibility. Its use should be supplemented by the establishment of a continuous case conference committee whether any of the other recommendations of this survey are acceptable or not. This device is in use in many cities and should be developed for the handicapped in Brooklyn.

Probably no other city is so generously endowed with legacies intended

for services to the handicapped.

The present annual staff provision for social workers with the blind in the three large agencies might be summed up as follows:

	AICP	BBC	IHB	TOTAL
Social workers	2½	½+½	1	4½
Placement workers			1	1
Home teachers		1	1	2
Recreation workers	1	1	0	2
	3½	3	3	9½

Combining sheltered shops and sales for both blind and other handicaps, and omitting general administration, we might attempt to sum up the supervisory and teaching staffs of the shops for handicapped as follows:

	AICP	BBC	IHB	TOTAL
Supervisors	1	2	1	4
Foremen	4	4	4	12
Salespeople	4	3	1	8
	9	9	6	24

If the 1219 blind persons reported to the Census by the three agencies (Table I) represents their combined list for 1933 and 1934, it must be true that a large part of this total is served only by slight contacts made with the clerical or administration staff, not counted above. It is not possible to determine what portion received the services of the ten workers in the social service field. Probably fewer workers could accomplish more satisfying results if the competitive spirit did not generate so much community friction.

For the other 1346 persons whom the three agencies are not now serving, there is a reasonable assumption that some of these people may need service in one form or another. Whether a consolidation of shops, facilitated by a pooling of financial resources, would offer more work opportunities, is a question for detailed consideration in a series of business conferences, as recommended by Mr. Allison in his report, page 67.

We believe that the solution lies in superseding present organization individualism with a jointly financed five-year demonstration of a new agency

whose standards and work for the blind shall represent the best of new methods, retaining what is best in the old as well.

The objection will at once be raised that here is a new administrative set-up to be financed. We believe that the results will justify the means. If the five-year trial does not prove itself a benefit to the blind, the plan can then be abandoned in favor of a return to agency individualism.

Another objection will point to the recent commendable efforts to combine blindness with other handicaps, especially in shop production. That this is an advantage we agree. There is nothing, however, to prevent such a joint association from centralizing all work for the handicapped in the future. We are merely proposing that the start be made with a service particularly designed for the blind.

Exponents of a community chest for the Blind will arise to offer that type of joint finance as a remedy. Granted that a community chest for financing all of the social work of Brooklyn might solve many of the present problems of competition, we are convinced that it has no value for a small section of the city's social service work. It is a method economical and successful only when all of the functioning social work agencies of the city are federated.

Specifically we commend the following suggestions to the attention of the Boards of Directors of the three organizations:

1. The establishment on a five-year demonstration basis of an independent organization to be known as the Brooklyn Association for the Blind.

2. The financing of the organization by an annual appropriation of one-half of the income of the George L. Fox legacy by the Brooklyn AICP and the Brooklyn Bureau of Charities, a contribution from the Industrial Home equivalent to their present annual cost of social service and placement activities, and the annual income of the Week for the Blind. We estimate this combined annual provision to amount to about $30,000.00 a year.

3. The selection by a committee of two representatives of each of the three agencies, of a board of 15 or 18 directors, at least half of them lay people, who are outstanding as impartial and progressive members of the Brooklyn community.

4. The renting of office space not on the property of any of the three agencies and the selection by the Board of a staff of no more than six professional workers, each of them to be chosen from a list of qualified candidates:

a. An administrator of proven ability in the social work field, to develop the new organization on the highest professional standards of work for the blind, to direct the other members of the new staff, to evolve an educational program for the prevention of blindness, to establish an admitting bureau for the shops and to devise a plan for shop consolidation.

b. A social worker with experience in eye diseases who shall be responsible for investigations that include eye examinations, and for recommendation on each new blind applicant, as to whether he shall be assigned to shop work with or without subsidy, to home work, to outside placement, or referred to a relief agency, public or private; who shall work with hospitals and other social agencies to develop the best possible follow-up work for prevention of blindness; who shall act as consultant on eye conditions to other members of the staff.

c. An assistant social worker for field work.

d. A placement expert who will develop for the blind opportunities of all kinds for work outside the

sheltered shops.

e. A Home Teacher to teach both raised types and simple home occupations, the latter to be closely tied up with occupational developments in the workshops.

f. A recreational director who will have charge of the present recreational activities for women and develop new activities for men, utilizing available space in any of the buildings belonging to the three large organizations.

g. Adequate stenographic, clerical and accounting service.

5. The appointment by the new board, in conference with the administrator, of a special committee to deal with the recommendations on the sheltered shops. This committee should include some representatives with sheltered shop experience and some with experience in competitive manufacturing and marketing.

Whether or not these recommendations are accepted by the three organizations sponsoring this survey, we believe that adequate service to the blind of Brooklyn will rest upon the induction of some such non-partisan leadership as is here proposed, and the centralization of admitting service and case work for the blind in one place. The Commission is ready to turn over its census list to such a central administration as soon as it can be organized. The follow-up of the Census and the rounding out of services can best be done under one central local Brooklyn Association.

APPENDIX A

Background of Staff

Employed for the

Census of the Blind in Brooklyn

I. Education

1.	Number of College Graduates		18
	a. With Masters Degrees	2	
	b. With Graduate Work	5	
	c. With Baccalaureate only	11	
2.	Number of Graduates of Nurses Schools		2
3.	Number attended College, extension, summer, etc.		9
4.	Number of High School Graduates		4
5.	Number attended High School		1
6.	No record		10
	Total		44

II. Experience

a.	Teachers	6
b.	Social Workers	20
c.	Nurses	2
d.	Buyers	2
e.	Interior Decorator	1
f.	Journalist	1
g.	Stenographers	2
h.	No record	10
	Total	44

III. Age

Years	Number	Years	Number
21	1	40	7
22	2	41	1
24	4	43	1
25	6	44	1
26	3	45	1
27	1	48	1
28	1	50	1
33	1	No Record	11
38	1		
		Total	44

IV. Nationality

1.	American	35
2.	Negro	2
3.	Irish American	1
4.	Hungarian	1
5.	English	1
6.	Italian	1
7.	Russian	2
8.	Canadian	1
	Total	44

Variations in Size of
Staff of Census of the Blind in Brooklyn

Number of 5-day Weeks	Number of Supervisor	Number of Field Workers	Number of Statistical Clerks	Total
2 Jan 22-Feb. 2	1	35	2	38
2 Feb. 5-16	1	33	3	37
3 Feb.19-Mar. 9	1	25	2	28
2 Mar. 12-23	1	27	2	30
1 Mar. 26-30	1	26	3	30
1 Apr. 2-6	1	17	1	19
1 Apr. 9-13	1	17	2	20
3 Apr. 16- May 4	1	25	2	28
1 May 7-11	1	23	2	26
1 May 14-18	1	22	2	25
5 May 21-June 22	1	16	1	18
1 June 25-29	1	15	1	17
2 July 2-13	1	11	1	13
1 July 16-20	1	9	1	11
1 July 23-27	1	3	1	5
5 July 30-Aug. 31	1	1	3	5
1 Sept. 3-7	1		3	4
3 Sept. 10-28	1		2	3

DO NOT WRITE ON THIS SIDE OF THE CARD

Date of exam. _____

nosis _____

e of eye condition _____

Degree of vision { Right eye _____ / Left eye _____ } With correction { Right eye _____ / Left eye _____ }

nosis _____

ered through what organization: _____

red through
ial Service
Exchange

CENSUS CARD

Committee on Registration of the Blind of Brooklyn

Reg. No.

Surname	Given name	Date of birth	State and Country of birth	Nationality-origin of parents

Number	Street	Borough	U. S. Citizen Yes	U. S. Citizen No	Sex	Color

ess

much vision	Total blindness or Light perception	R. E. / L. E.	Partial vision more than light perception unable to read	R. E. / L. E.	Age at occurrence

al	Single	Married	Widowed	No. of dependents	How supported

ıame and address of Eye Physician or Clinic where last examined—No. of clinic card | Date of examination

xamination

tion	Attended school: For blind	Attended school: For sighted	Grade school	High school	College	What raised type do you read

ıt occupation | Last occupation before blindness

kind of assistance does this person request: _____

3-1-34-5000 (8A-5319)

Cleared through Social Service Exchange

CENSUS CARD

Committee on Registration of the Blind of Brooklyn

Reg. No.

Name	Surname	Given name	Date of birth	State and Country of birth	Nationality-origin of parents

Address	Number	Street	Borough	U. S. Citizen Yes	U. S. Citizen No	Sex	Color

How much vision	Total blindness or Light perception	R. E. / L. E.	Partial vision more than light perception unable to read	R. E. / L. E.	Age at occurrence

Marital Status	Single	Married	Widowed	No. of dependents	How supported

Eye examination	Give name and address of Eye Physician or Clinic where last examined—No. of clinic card	Date of examination

Education	Attended school: For blind	Attended school: For sighted	Grade school	High school	College	What raised type do you read

Present occupation

Last occupation before blindness

What kind of assistance does this person request:

3-1-34-5000 (8A-5319)

DO NOT WRITE ON THIS SIDE OF THE CARD

Date of exam.

Diagnosis

Cause of eye condition

Degree of vision { Right eye / Left eye

With correction { Right eye / Left eye

Prognosis

Registered through what organization:

APPENDIX B

Key to the Census Card

The general information is to be secured through a friendly conversation and not to be put in the form of blunt questions. Explain the purpose of taking the census, which is to find out the number of blind and those with seriously defective sight, to study the needs of this group as a whole in order to plan for future service. Tell them they are making a contribution to the future opportunities of the blind in giving this information. This explanation to serve even in cases where no form of help is desired or asked for. Be sure to have the individual feel that the information is confidential and that his experience will contribute to a better plan for others.

Keep a record of the information secured, to use in filling the card on return to the office.

This card is not to be filled out in the presence of the person visited.

1. Name. Be sure to always put the surname first.

2. Place of birth. Put down state or country of birth.

3. National origin of parents. This means the nationality and not the birthplace, as for instance, Italian, Polish, Scandinavian, Armenian, etc.

4. Number of dependents. Report those who are legally dependent on the individual. Mention parents, number of children.

5. How much vision have you? Begin by asking, how much sight have you? Do not ask him if he is blind. If an individual has partial vision, ask him to read the newspapor and note whether he can read headlines or small type, holding the paper at what distance from his eyes. If he can only see shadows or light, this should be marked L. P. under total blindness.

6. Under partial vision note those who can see. If he claims to have no trouble in getting about and can see to read and write, he would be not blind but if he could not do any one of these things, he should be considered partially sighted until proof of not being blind is found through eye report.

7. Age at occurrence. Find out at what age they first noticed eyesight beginning to fail. At what age did it become difficult to carry on their work and to get about without a guide.

8. Eye examination. Be sure to get the name and address of the clinic or of the eye physician who made the last examination; also the clinic number of the card and the approximate date of the last examination.

9. Able to read and write raised type. There are three systems of raised type used in New York State. These are: Revised Braille, New York Point and Moon type.

10. How supported? There are three general classifications covering support: 1. Independent income or wages. 2. Partial support from family or public or private agency. This means that the individual meets his own living expenses in part, either through private income i.e. pension or some other source. 3. Entirely dependent on his family or outside relief. In the case of children under 16 mark as supported by parents or guardian.

11. Employment. Note the type of work done, for example, machinist, plumber, packer in a factory, osteopath, newstand operators, etc.

12. What kind of assistance does this person request? This means need for: eye examination, medical care, employment, special training and instruction in raised type, recreation including contact with libraries for the blind, home work, home teaching. Be very careful in asking these questions not to raise hopes but to bear in mind the purpose of the general plan to broaden the services which exist.

APPENDIX C

O R D E R

GRANTING SHELTERED WORKSHOPS CONDITIONAL EXEMPTION

FROM
CODES OF FAIR COMPETITION

Administrator's Order No. X-9

It appearing to me that charitable institutions or activities thereof conducted not for profit, but for the purpose of providing remunerative employment for physically, mentally or socially handicapped workers, which institutions and activities are herein referred to as "sheltered workshops", are entitled to a conditional exemption from codes of fair competition approved under Title 1 of the National Industrial Recovery Act covering activities in which they are engaged, and that such an exemption as herein granted is in furtherance of the public interest and will tend to effectuate the policies of said Title of said Act;

Pursuant to authority vested in me under said Title of said Act by Executive Orders of the President of the United States, including Executive Order No. 6543-A, dated December 30, 1933, it is hereby ordered that sheltered workshops subject to such codes be and they are hereby exempted therefrom; on the condition, however, that any sheltered workshop in order to become entitled to such exemption shall sign a pledge that it will not: (1) employ minors under sixteen (16) years of age, except such as are there for instructional purposes as approved by a Regional Committee (hereinafter provided for), (2) engage in destructive price cutting or any other unfair method of competition, (3) wilfully hamper or retard the purposes of said Title of said Act; and that so far as possible it will cooperate with the National Recovery Administration and will carry out the intent and spirit of said Title of said Act.

Any sheltered workshop who signs and complies with such a pledge shall, while so complying, be entitled to use any appropriate insignia of the National Recovery Administration. For the purpose of effecting compliance with such pledges the National Recovery Administration will appoint a National Sheltered Workshop Committee of six (6) members, to be selected from the boards of administrative staffs of sheltered workshops and such other sources as may be deemed advisable. Except at the time of appointment of the initial committee when three members will be appointed for a term of three months and three members for a term of six months, the term of service of each member shall be for a period of six months. Said National Committee shall supervise the establishment of Regional Sheltered Workshop Committees, the members of which shall be selected by the sheltered workshops in the region and approved by said National Committee. Each such Regional Committee shall hear all complaints of alleged non-compliance and shall endeavor to make satisfactory adjustments. Cases in which the Regional Committee is not able to make satisfactory adjustments shall

be referred for appropriate action to said National Committee. Said National Committee shall report to the Administrator for Industrial Recovery the disposition of all cases and, if satisfied that any sheltered workshop has violated its pledge and if unable to obtain satisfactory adjustment, shall certify the full record in such case to the National Recovery Administration for revocation of the right to use the National Recovery Administration insignia and such other action as may seem advisable.

This Order shall not become effective for a period of thirty (30) days in order that consideration may be given to the objections thereto, if any, of interested parties. At the expiration of such period this Order shall become effective unless I, by my further order, otherwise determine.

(Signed) HUGH S. JOHNSON
Administrator for Industrial Recovery.

Washington, D.C.

March 3, 1934

APPENDIX D

March 29, 1934.

SCHEDULE OF RELIEF

MEN LIVING AT THE INDUSTRIAL HOME FOR THE BLIND

NOMINAL BOARD RATE IN HOME $8.00 PER WEEK

Man earning up to $1.00 piece rate will pay 50% of what he earns toward his board.

Man earning from $1.01 to $10. piece rate will receive cash according to the following schedule and pay the difference toward his board.

WEEKLY EARNINGS PIECE RATE BASIS			CASH TO MAN
$1.01	-	$1.50	$1.00
1.51	-	2.50	1.10
2.51	-	3.50	1.20
3.51	-	4.50	1.30
4.51	-	5.50	1.40
5.51	-	6.50	1.50
6.51	-	7.50	1.65
7.51	-	8.50	1.80
8.51	-	10.00	2.00

Cash Relief given to man is not to exceed $8.00 per week,

In case man is absent from work he will be allowed enough relief to take care of his board, but he will receive no cash allowance in addition.

This does not affect men able to earn $10.00 per week or more, as they are able to pay their board.

APPENDIX E

STATE DEPARTMENT OF SOCIAL WELFARE - DIVISION OF OLD AGE SECURITY

MONTHLY BUDGET ITEMS APPLICABLE TO NEW YORK CITY CONDITIONS.

NOTE: This budget schedule is not to be arbitrarily used. The items will serve as a guide and are to be varied as occasion may require in order that the recipient may be able within the grant arrived at to meet his actual needs and feel a sense of security as to his future. The amount allowed, however, must be determined with due regard to economy in the use of public funds.

I. RENT As paid, if reasonable.

II. FOOD

1.	Applicant living alone and preparing own meals	$12.00
2.	Two eligible applicants living together, each	10.00
3.	Applicant living with another adult who is not eligible	10.00
4.	Applicant living with own family group of 3 or 4 persons	9.00
5.	Applicant living with own family group of 5 or more persons	8.00
6.	Applicant who purchases all his meals in restaurants (this arrangement should be avoided if possible)	$15.00--$18.00
7.	Boarding home arrangements (See V. BOARD)	

When special articles of diet as ordered by the physician for diagnosed conditions of tuberculosis, diabetes, etc., necessitate an increase in the cost of food, an increase in the rate may be necessary.

III. FUEL (If not included in the rent)

1.	Coal for heating -- one stove, 3,600 lbs. for the winter	$ 3.00
2.	Additional coal or gas for cooking	1.00

IV. LIGHT Gas or electricity as charged in a given locality, generally 1.00

V. BOARD Boarding home arrangements should be considered only when the applicant is not living with responsible relatives or is not a member of a family group. Rate paid will include food, shelter, and needed personal service. Reduction in rate may be expected if applicant gives some service in the home.

VI. CLOTHING Usually not to exceed $ 2.00

VII. INSURANCE As paid, in the discretion of the Commissioner of Public Welfare, when necessary that the applicant pay the premiums, if the amount is not excessive and the proceeds are to be used to pay cost of burial.

VIII. TAXES, INTEREST AND PROPERTY UPKEEP As needed if not in excess of reasonable rental.

IX. MEDICAL CARE (In cases in which need is apparent). For doctor's calls and prescribed medicines, or, if clinic is available, for estimated clinic fees and medication as prescribed.

X INCIDENTALS When necessary, may include newspapers, tobacco, and personal incidentals; also household requirements and ice in summer months for those doing their own housekeeping.

1.	For applicant living alone and keeping house	$2.00
2.	For a married couple or other two applicants living together and keeping house, both eligible, each	1.50
3.	For an applicant living in a family group	1.00
4.	For an applicant living in a non-housekeeping arrangement	1.00

For any special need brought out by the investigation and not met under "Incidentals" or other items in the budget, such special need may be entered as a separate item in the space allowed in the blank.

METHODS OF APPLYING THE BUDGET

1. For an applicant living alone and keeping house, include all items applicable.

2. For two applicants living together and keeping house, include share of all items applicable.

3. For two adults, one an applicant, living together and keeping house, include one-half of household expenses plus needed personal expenses of applicant.

4. For married couple, one an eligible applicant, rental and other items of household expenses may in the discretion of the Commissioner be estimated on the basis of one person living alone, but should not exceed an amount which would be necessary for one person.

5. For an applicant living in own family group and not the head of the household:

(a) For food allowance see II, FOOD, 4 and 5

(b) No allowance should be made for rent, fuel, or light unless there is an additional cost involved which the family is unable to meet.

(c) Expenses of applicant for medical care and other incidentals should not be included if they can be provided for by other members of the family or from sources other than public relief.

6. Variations for any special need should be discussed by the responsible readers or chiefs with the field staff.

10/8/2010
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